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ABSTRACT

This report describes the findings and recommendations of a study of guidance and pupil services in Massachusetts. Its purpose was to identify guidelines and directions for continued development of pupil services in Massachusetts. The first chapter gives the scope of pupil services including: (1) guidance, (2) counseling, (3) remedial help, (4) consultation, and (5) research. Chapter Two presents the history and development of pupil services in Massachusetts from the 17th Century to the present. Chapter Three discusses problems in pupil services such as: (1) funding, (2) role definitions, (3) school structure, (4) power and politics, (5) communication, and (6) state services. Chapter Four goes on to discuss the questionnaires sent to professionals in pupil services. Information on training programs, professional associations and state agencies is given. The report concludes with a chapter on alternatives for action. Among topics discussed are: (1) organization, (2) staffing, (3) salaries, (4) standards, (5) personnel recommendations, (6) adult services, and (7) evaluation of services. (KJ)

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PUPIL SERVICES FOR MASSACHUSETTS SCHOOLS



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**PUPIL SERVICES FOR MASSACHUSETTS SCHOOLS**

by

**Gordon P. Liddle**

**Arthur M. Kroll**

**A Report Prepared for the Massachusetts**

**Advisory Council on Education**

**September 1969**

**182 Tremont Street  
Boston, Massachusetts 02111**

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## FOREWORD

We spent the first half of this century discovering and learning about individual differences. We are spending the last half learning what to do about them. Early in the century there were no pupil personnel services which were not rendered directly by teachers. Classroom instruction required all students to undertake the same learning experiences at the same speed. Recent decades have seen the development of a variety of programs, curriculums, and electives. Small group and individual instruction within regular classes have developed, and specialized professionals have developed to assist and to counsel our children and youth.

It is logical then that the Advisory Council has funded its third major study of the services to our children and youth which make it possible for them to learn effectively the right things and for their teachers and schools to arrange for this learning.

In accordance with its mandate from the Willis-Harrington Commission "to pull in from all parts of the nation the finest experts and consultants it can find," the Council employed to direct its study Dr. Gordon P. Liddle, distinguished psychologist and executive director of the Interprofessional Research Commission on Pupil Personnel Services located in Silver Spring, Maryland. It was fortunate to engage as his resident associate director, Dr. Arthur M. Kroll, director of the Student Counseling Center of Clark University and of the Institute for Administrators of Pupil Personnel Services at Harvard University. The Council is indebted to Clark University for housing, serving, and accounting for the activities of the study.

We believe this study to be the most extensive survey and planning project of pupil services undertaken in any of the fifty states. Twenty-eight school districts were studied intensively; within them 493 pupil

personnel workers answered comprehensive questionnaires. Selected groups and individuals were intensively interviewed in six of the systems. A second questionnaire was sent to a quarter of all of the 2,500 pupil services professionals in the state. Four regional conferences were attended by representatives of the various pupil services, principals, superintendents, school committee members, and representatives of state agencies and professional associations. The study made extensive use of consultants and of consultation with its advisory committee and with representatives of colleges and universities. Its tentative recommendations were mailed to all pupil services workers, school committee chairmen, and superintendents in Massachusetts for their reactions and suggestions.

While counseling and many other pupil services originated in Massachusetts, a number of states now have more extensive and generally better pupil services, though some of the finest services in the country are available to a limited number of our youth in a few of our school systems.

Pupil services are related to the quality and condition of our education throughout the state. Our certification system is deficient. We lack State standards that require counseling services, and 44% of our small high schools do not have them. Over half of our school districts enroll less than 2,000, the minimum set as a standard by the Board of Education. Our per pupil expenditures in 1968 rank us 20th among the states. Of the twenty wealthiest states, Massachusetts Government contributes the smallest proportion of the cost of education. Our State Department of Education divides pupil personnel services staff among three bureaus and is of little influence or service to the school systems of the state. Rather than being a force for change in our educational system, our pupil service workers largely accept the existing system and seek to



adjust children and youth to it. In fact, they contribute to the "tracking system" and to "subtle homogeneous grouping." Like our other educational groups, pupil services professionals are largely politically inactive, and they do too little to speed diffusion of ideas.

The recommendations are many and complex. They are set in the context of flexibility rather than rigidity. They do emphasize the need for State leadership and centralization or combining of pupil services within the State Department of Education and in local school systems.

They speak to the Legislature, the State Board of Education and other State agencies, to school committees and school administrators, to classroom teachers, and, emphatically, to pupil services workers themselves. They set pupil personnel services into the context of the education of each child and youth. As such they speak to the condition of all education in Massachusetts at all levels.

On behalf of the members and staff of the Advisory Council and of the legislators who created it and give it funds, I present this study to the people of Massachusetts and their political and professional representatives. Its findings are challenging: its recommendations set for us a number of goals to meet which will require the concerted effort of training institutions, State agencies, professional associations, and local school districts.

William C. Gaige  
Director of Research  
Advisory Council on Education



## PREFACE

This report describes the findings and recommendations of a Study of Guidance and Pupil Services in Massachusetts sponsored by the Massachusetts Advisory Council on Education (MACE). MACE was established as a result of the 1961 Willis-Harrington Commission's recommendation for an agency to provide continuous long-range planning and evaluation of education in Massachusetts.

The present study was prompted by the concern of MACE for the future development of pupil services in Massachusetts schools. The investigations essential to the survey were conducted during the period from July 1968 through June 1969.

The study staff is grateful to President Frederick H. Jackson and the staff of Clark University for providing an administrative structure which truly facilitated the day-to-day management of the project. Seldom have we encountered a structure that so effectively minimizes red tape and enhances (rather than hinders) the efficiency of a short-term study effort.

We are also appreciative of the commitment of time and involvement of the special group who served on our Study Committee. The reactions and suggestions of this Committee have in innumerable ways influenced and shaped the nature of our work.

The Advisory Council on Guidance and Counseling has expressed continued interest in and support of the study's activities since its inception. Special recognition is due Mr. Francis Farrenkopf, secretary to this group, for freely contributing his time and ideas throughout the course of the study.

We were impressed throughout the year by the receptivity of pupil services workers to our goals and methods. The high rate of questionnaire response indicates a particular willingness to contribute to the further development of pupil services in the state. The Massachusetts School Counselors Association and its recent executive secretary, Mr. Thomas J. Cullen, were particularly helpful in this regard.

Throughout the year, our staff could not help but sense that the time was right for our study. Nearly every pupil services worker with whom we spoke could sense the need for planning guidelines; in fact, many professionals throughout the state encouraged us to be active in ways that were beyond the nature and scope of this project.

This document is a status report and an attempt to identify directions and guidelines for continued development of pupil services in Massachusetts. It is not a definitive position statement justifying the existence of pupil services and elaborating specific role descriptions. Although this report touches upon these areas, other sources have already accomplished such tasks. We refer to several sources in the body of the report.

This report is for Massachusetts. Although other regions may draw inferences from it for application to their areas, we feel our comments included herein emerge from the unique configuration of demography, geography, politics, and tradition that is Massachusetts.

Gordon P. Liddle  
Arthur M. Kroll

September 1969

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## CHAPTER I

### SCOPE OF PUPIL SERVICES

We have reason today to be deeply anxious about the quality of our society. On all sides we see signs of breakdown in communication and resort to violence by individuals and groups. We are so acutely aware of our weaknesses and problems that a spirit of fear and cynicism would have to be judged to be the prevailing mood of the nation. Our dreams of a just society, a society in which we care about one another enough to sacrifice personal gain to the common good, seem to have died with the Kennedys, Martin Luther King, and the tens of thousands who have lost their lives in Vietnam.

Our most cherished image is that we live in a land in which it is great to be alive and young because Americans sacrifice for their children. This image is being shattered. "As the richest large nation in the world, we have fallen shamefully behind most of the other industrial nations of the world in our programs for children and families. Other nations, far less endowed than ours with resources of all kinds, have developed comprehensive programs to assure the health and well-being of their people: from birth to old age."\*

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\*Final report of the Joint Commission on the Mental Health of Children and Youth in the United States, Chapter II, page 3, 1969 mimeo.

Many of our most talented youth see little or nothing worth saving in our society. At the college level they complain that the faculty is merely a group of entrepreneurs united by concerns about parking, not about the personal growth and development, or even the intellectual growth, of students. Sometimes it seems that our Calvinist ancestors were correct, that man is basically evil and incapable of becoming genuinely human, governed by reason tempered by caring.

Despite the fact that almost one American in four attends public schools, only about 4% of our per capita wealth goes into elementary and secondary education--a bit more than we spend to smoke, but far less than we spend to drink. So schools always have too few adults assisting children in their learning, and the quality of staff in education is on the average lower than in any other profession. Much of the time children spend in school is "time served." Some say that the difference between schools and prisons is that in prison you get time off for good behavior; in school you serve a longer sentence. As one of the author's sons said recently, "Dad, we don't need educational researchers. You'll never know as much about what goes on in classrooms as teachers and kids do now, and if they wanted to improve education, they wouldn't ask you, they'd ask us."

But in this grey time of rising crime, divorce, and illegitimacy rates and riots by the dispossessed and disenchanted, we should not lose sight of the tremendous gains which we have made, not only in the historical past, but in our own lifetimes, by our own individual and collective efforts. Although we are the most powerful nation on earth, for over a hundred years we have not fought a war of conquest, something which is unprecedented in the history of man. With the exception of the election



of Lincoln, we have accepted every change of government for 200 years. Even today as compared with other nations and times we are relatively safe in our homes and streets. Even though discrimination on the basis of race still exists and is slow to die, no other nation has been so successful in melding together so many diverse racial and ethnic groups. Within our lifetime, we have seen religion as a major divider of our people all but disappear; times have changed.

Who can dispute H. Rap Brown, who has said that violence is as American as cherry pie? But lynchings by mobs and death penalties by the state have all but disappeared, and society is concerned: we are not proud of our record.

Those who came to America poor or in chains have voluntarily sacrificed much of what they have worked to achieve in order to care for the elderly, the ill, and the young. Individually and collectively they have extended a helping hand to people as distant as peasants in Latin America and tribal children in Nigeria. Although we are deeply divided by Vietnam, those on both sides of the issue are concerned for mankind, not merely for themselves. Our system of free public education, a movement first begun in this state, is one of our major achievements.

Why then, with all this to which we as a nation can point with pride, are we so discouraged? The answer to this question will vary with our mood, today's headline, our race, age, and wealth, but basically it resides in the dichotomy we face between rising expectations and a growing disbelief in the inherent goodness of our society.

Owning a house, raising the children, and not being hungry may have been enough for our grandparents, but for us it is not. We want a job that not only pays well, but also has status and meaning; a marriage that



not only lasts and produces children, but also gives us freedom and new experience as well as security. We want children who will chart new paths, but not attack us for our failings nor change our world too radically. We have set for ourselves very difficult goals.

To assist us in our complex relativistic world, we have created many types of specialists in medicine, architecture and the building trades, commerce and industry, government and education. This report will deal with one of these groups of helping professions, one which we as citizens have invited into the schools to assist teaching and administrative personnel. We expect these professionals to assist each child in achieving an optimal educational experience which will prepare him not only for his work roles but also for his roles as family member, neighbor, and citizen. We expect them to help him learn to live happily and effectively in a world in which values as well as technology change.

There are still many challenges today in technology and science. We need flexible, intelligent, educated workers and expect educators to provide our youth with the needed intellectual tools; but increasingly we also recognize that if we fail as a nation and a society, it probably will not be because we are illiterate, but because we have lost touch with ourselves and each other, because we have lost our sense of community.

A decade ago many of us thought that if we voted, paid our taxes, treated our wives, children, neighbors, and passers-by with respect, and kept the crabgrass out of our lawns, the world would gradually become the kind of world we wanted it to become. We failed to recognize our institutionalized capacity to do nothing in the face of major social problems, our institutionalized capacity for evil. We acted as though mental health was a condition that parents, solely through their efforts of care and

good will, could bestow upon their families. Gradually we are coming to realize that mental health is acquired throughout the entire developmental life of the child, that it is not a condition which can be given by either parents or the mental health professionals. Mental health is a complex state of being, involving a sense of confidence in one's self and one's world, a sense of community with others, and a sureness of one's own identity and value.

#### Pupil Services Comes to the Schools

Americans are a pragmatic people. They like to solve problems. But, they also yearn for a simple world in which each problem has a cause which can be identified and treated, preferably without disturbing other aspects of life and quickly and cheaply.

In earlier days a highly educated citizenry was less important, so those who didn't learn easily with the group methods used by the teacher fell behind and dropped out. But a developing concern for the individual and the needs of society combined to force a reassessment. We could no longer afford to teach as though all children learned best by the same method. "What might we do differently to assist this child?" educators and parents asked. They began to ask not only educators but medical people, psychologists, and others as well. They asked often enough that some schools found it advantageous to bring some of these specialists into the schools, first to diagnose and to help the handicapped and later to assist in preventive efforts. Thus were the helping professions, a group collectively called pupil personnel workers, introduced into American education. As will be discussed in Chapter II, Massachusetts took the lead in bringing many of these professions into the schools.

American pragmatism led to an emerging pattern in the schools. When a need was recognized, someone was assigned the job of overcoming the problem, but often without considering how this new service would fit with already existing services or how the skills of the newcomer could be used to meet related problem areas. Start a new program to meet a new crisis became the pattern. For example, children's rights to an education were often being denied, so child labor laws were passed, and attendance officers were hired to enforce school attendance laws. Epidemics broke out in schools, so nurses were hired to screen out the ill. Occupational choice became complex, so vocational counselors were employed. Children with special learning problems were recognized, and psychologists were employed to screen them out for special class placement. But body and mind function together and influence each other: they are not separate. An IQ, an illness, a talent, or an energy level is not a discrete entity--they are each merely characteristics of a very complex individual functioning in a particular situation. Therefore, fragmented services are less than adequate; a wholistic view of the child in his world is needed.

Problems vary from community to community and through time, and communities vary greatly in their readiness to see a problem and in their resources for meeting it. For these reasons pupil services differ from community to community. As a nation we were not very concerned with racial harmony until the Negro moved into the urban industrial complex and became militant. We were not very concerned about authoritarianism in school administration until students began to disrupt colleges and sometimes other institutions in the community as well. We are concerned about drugs because the children of the well-to-do have joined the

children of the poor in dropping out, and because drug addicts turn to violent crime to secure money.

Significant changes in the schools do not typically occur from within the organization. Rather, when a significant number of citizens become concerned about an issue, they cause the attention of the school staff to be forcefully directed to that issue. The result is usually a new program. When programs begin in one community, those in other communities with similar interests demand similar programs.

Largely in this manner have the people we now call pupil personnel workers come into the schools: the attendance supervisors, the guidance counselors, dental hygienists and dentists, nurses, physicians, including child psychiatrists, speech and hearing specialists, the social workers, and psychologists. In 1966-67 the public schools in the United States were served by almost 100,000 pupil personnel workers (including school-based nurses employed by health departments) at a cost approaching \$1 billion.

As has been mentioned, in the past these services have been primarily crisis-oriented. Often they have been haphazardly lumped together with other services such as the school census, the lunch program, pupil transportation, education for the handicapped, and more recently data processing, institutional research, and federally funded programs of all types. The term special services was sometimes used to indicate a conglomeration of functions and programs which did not fit neatly into already organized units. Often these programs were assigned to an overseer rather than a coordinator. Happily, while the pattern of meeting new crises will continue, programs and schools are showing signs of maturing. A new

period featuring rationally planned development is in evidence and is becoming dominant in the best systems.

### Pupil Services Defined

How then do we differentiate what educational services fall under the province of pupil personnel services? The three major professional functions in the schools are the instructional, the administrative, and the pupil personnel functions. Pupil personnel workers are facilitators. They are made available by schools to help students attain their maximum personal and educational development. In these services the professional focuses his attention on the pupil as an individual. He assists the individual in understanding his skills and limitations; in wisely interpreting the meanings of these factors, the objective world, and his personal preferences in making decisions; and then in accepting responsibility for the consequences of these decisions. The pupil personnel worker is interested in both preventive and corrective services for all students regardless of their level of ability, achievement, or adjustment.

Within education the two complementary functions of instruction and pupil personnel services have emerged, each working from a different point of reference. The teacher seeks to communicate the experiences of others as they relate to the child. Pupil services seeks to involve the child in an examination and analysis of his own experiences as they relate to his feelings and to the decisions he is making.

A further word of clarification is in order to avoid leaving any unnecessary impression of a separation between the instructional and pupil services programs. As it is true that teachers and administrators are also concerned with the personality development of the child and therefore also contribute to the aims of the pupil services program, so



also does the pupil personnel worker frequently influence the instructional program. Yet central responsibility for the development of intellectual power and cognitive growth rests with the instructional program; central responsibility for adequate self-concept development by pupils rests with the pupil services workers. It is important to restate the fact that the pupil personnel services are designed for all pupils and are not limited to--although they do include--work in remedial, corrective, disadvantaged, and crisis-oriented situations.

The various services that meet the aforementioned criteria, and thus are grouped under the pupil personnel services "umbrella," work in different ways. As Edward Landy has phrased it:

"Essentially the ways in which pupil personnel services workers have tried to accomplish their mission are three: first, the direct person to person approach in which counseling, therapy, persuasion, advice and authority are used; second, the special group approach for instruction about occupational and educational opportunities, for instruction in self-appraisal, for orientation to the school, for counseling about normal developmental problems, and for other group therapy; third, an effort to use the total personnel and machinery of the school to create a school climate conducive to the development of good mental health and strengths within the individual pupil which will enable him more readily to meet and overcome constructively those problems and difficulties in the process of growing up which might otherwise lead to his acquiring anti-social, or neurotic, or even psychotic solutions."

In proposing coordinated pupil services programs for Massachusetts schools, we assume as basic givens such factors as the following:

(1) Changing societal conditions, such as a rapidly expanding technology and accompanying modifications in industrial needs, growing urbanization resulting from population growth, the increasing complexities of occupational entry and maintenance, an uncertain international situation, and the increasing demand for better educated citizens, among many others,

are forcing education to identify and fully develop the capabilities of all people. Such capabilities include both intellectual power and personality development. (2) A comprehensive program of pupil personnel services can and does contribute to the overall educational process by helping each individual to gain the insights needed for better understanding of himself, for understanding of and adjusting to the society in which he lives, for developing the flexibility and resiliency that are so valuable in coping with a changing society, and for choosing wisely among educational, career, and leisure opportunities. (3) Programs of pupil personnel services require adequate, competent administration if they are to provide more effective and better coordinated services to students, parents, and teachers. If a school district is to realize optimum return for its investment in such services for its youth, administrative coordination and management are required to facilitate the effective functioning of those services, and leadership is mandatory for their systematic improvement.

In brief then, the essential nature of pupil services programs is the provision of services for fostering and facilitating personality development. A coordinated pupil services program provides organization, direction, and leadership to a group of more-or-less related professionals who in their idiosyncratic fashions are attempting to help pupils identify, clarify, and perhaps modify their understandings of themselves, or their ego strengths, or their attitudes, habits, and behavior.

#### Functions of Pupil Services

There are a number of possible ways of defining pupil services. If teaching is what teachers do, then pupil services are those activities engaged in by attendance workers, counselors, speech and hearing specialists,

social workers, psychologists, and health personnel such as nurses, dental hygienists, dentists and physicians, including psychiatrists. Cultural anthropologists and sociologists, although now practically nonexistent in schools, could profitably be added. Other personnel, particularly those involved in instructional programs for students with learning handicaps, such as reading teachers, teachers of the mentally retarded, the emotionally disturbed, the blind, etc., are also often members of this department but are not dealt with extensively in this report since their primary task is instructional.

A discussion of functions provides a more meaningful method of defining pupil personnel services. As specialists from the aforementioned groups have become better trained, they have been less often limited by their traditional roles, such as psychologists to testing and the nurse to the health room. As staff members grow in competence, they are more interchangeable, and it becomes more meaningful to discuss the services they perform rather than the discipline in which they were trained. The following are nine operant services which pupil services should be providing:

Child Study Service

Pupil Admission and Placement Services

Pupil Progress Monitoring Service

Student Guidance Service

Student Counseling Service

Remedial and Special Help Service

Staff Consultation Service

Parent Consultation Service

Feedback to the System, Research, and Experimentation



### Child Study Services

Ideally the school's first contact with the child and his parents should take place during the second or, at the latest, the third year of life. Parents, particularly those whose education has been limited, need to be assisted in becoming a more positive influence in the education of their children. At present this pattern has not been widely accepted except in the case of extremely handicapped children such as the blind or the deaf, but with the growth of kindergartens, Head Start programs, and experimental programs in disadvantaged areas, a precedent is being set. Society is moving in the direction of preventing learning and mental health problems in the first years of the child's life when children and families are most amenable to change. A bill to provide screening for all children at the age of three and to institute remedial activities when necessary was placed before the legislature in Massachusetts this year.

At present the first screening of a pupil typically takes place in the most enlightened schools when the child first becomes a pupil, roughly at the age of five. If, at that time or subsequently, a teacher or someone else--a parent, the principal, etc.--sees signs of learning difficulties or difficulties in human relationships, a study of the child can begin. Information needed to understand the child in his life situation would be gathered and evaluated, a method of proceeding would be established, and there would be periodic follow-ups to check progress and to make modifications in plans. While the pupil services team would have a major responsibility in this process, instructional and administrative personnel would also be involved, and, at times, parents and community agency people as well.

### Pupil Admission and Placement Services

If we are to tailor education to the child's present stage of development, we must come to know and understand him at the time he first becomes a pupil. Children vary in their uses of the five senses, and this fact should affect their instruction. They vary in their abilities and previous knowledge. If they are to be fitted into special instructional programs, effort is required to see that they are appropriately placed. No child should have to experience a year or two of frustration and failure before we recognize his learning problems and begin to meet them.

More than 20% of American families have moved within the past year. It is not unusual to find schools with a 100% turnover during a given year. If children are to maintain continuity in their schooling and to get off to a good start in the new school, it is important that we evaluate their present learnings and have any differences make a difference in the program we offer them in schools.

### Pupil Progress Monitoring Services

It is important that pupil services play a long term "godfather" role in monitoring the progress of pupils. They should spot, at the earliest possible moment, children who show signs of learning difficulty so that preventive measures can be taken. They should check the validity of children's placement in classrooms or programs in both general and special education. They should furnish instructional personnel with information which can be used in evaluating instructional programs and keep curriculum and administrative people advised of research information which should be incorporated into program planning.

The computer makes it possible to monitor pupil progress economically and systematically and to call the attention of pupil services workers and teachers to pupils whose growth and development have fallen below what would be expected for that particular child based upon his past performance and his potentialities.

A comprehensive and periodic review of the progress and development (cognitive and affective) of each child is too important a task to be left to a single individual with a single specialty, teaching. Health services see that children's physical problems are remediated if possible or, if limitations must be lived with, that children and teachers make realistic adjustments. Speech correction, if begun early, can result in bringing the speech of almost all children to a point approximating the norm.

#### Student Guidance Services

If students are to learn to make decisions which affect their subsequent lives intelligently, they and their parents must be furnished with relevant information. They must then be assisted in thinking about choices in their educational programs and later in preliminary choices affecting occupation.

Children need to know their abilities and limitations and need to be assisted in making the most of their strong points during the process of reaching for the goals they have chosen for themselves.

#### Student Counseling Services

While pupil services are concerned with providing a child and his teacher and parents with objective information about the child and about aspects of his world, such as colleges and vocations, which affect him, they are also concerned with the personal meaning of these and other facts and feelings for the child. Therefore, they are interested in providing

the child with an opportunity to explore his personal feelings with peers or with an adult counselor within a sympathetic, noncritical environment.

#### Remedial and Special Help Services

Although education is increasingly concerned with the individual and has come to understand that children do not all learn in the same way at the same rate, schooling is primarily a group instructional program. Some children have special learning needs which necessitate individual help if they are to profit from time spent in the classroom in a group setting. Pupil services are often involved in identifying children with difficulty in specific subjects such as reading where remedial instruction is possible either on a small-class or a tutorial basis.

Sometimes children who are having difficulty in getting along with their peers or with adults in the school meet with a psychologist, a social worker, or a counselor; typically this is done in a group setting in which sessions are focused on helping the child improve his relationships with others and his view of himself.

#### Staff Consultation Services

Although the focus of pupil services is on the pupil, pupil services workers are spending an increasing amount of time with teachers fostering understanding of the child, arriving at a tentative diagnosis and treatment plan, and then evaluating the educational modifications with which the teacher is experimenting in an effort to meet the child's needs. The time workers spend with teachers is important because teachers more than anyone else on the school staff are responsible for the child's growth and learning, because they spend so many hours per week with the child. Together they decide what changes are needed in children's behaviors and learnings and how to accomplish these changes; then together they evaluate

changes which have occurred and make modifications in the light of their experience. If teachers can become significant change agents, if they can become better observers of themselves in interaction with a pupil or a group of pupils through consultative assistance by a pupil personnel worker, the economy of time spent in this manner is obvious.

As teachers increasingly are being urged to become subject matter specialists, much of the in-service education of teachers in the human growth and development and mental health areas falls to the pupil personnel workers who work in an in-service capacity with teachers.

#### Parent Consultation Services

In the past, schools, for the most part, tried to hold parents at a safe distance. They have not accepted parents as equal partners in the education of their youngsters. With the increasing militancy of minority group parents and with the increasing realization that parents are a significant influence in education, this is changing, and the pupil services staff has a major responsibility for finding ways for working cooperatively with parents. They have been meeting parents individually and in groups in such a way as to help them become knowledgeable about and actively related to their child's school progress. This type of activity reduces resistance to innovative programs, provides school personnel with understanding and support, and gives them the feedback they need to improve their programs.

#### Research and Experimental Services

The pupil services staff has an important responsibility for evaluation and research and for modifying programs as a consequence of evaluation. While many larger school systems are now establishing full-time research sections, since counselors and psychologists generally have more training in research



than do other school personnel, studies of pupil characteristics and needs, and evaluation of the outcomes of the school's programs intended to meet these needs, typically fall within the province of pupil services. Much of the data collected by pupil services should be used to evaluate methods of reaching particular groups such as underachievers and the disadvantaged. In cooperation with other staff, pupil services must establish behavioral objectives against which the outcomes of its programs and the other programs in the school can be measured.

#### Relationship to Special Education

Although a majority of school systems, except in large cities, typically place special education and pupil personnel services under a single administrator, this report deals only with guidance and the other pupil services. Special education programs or, as they sometimes are called, programs for the handicapped are primarily instructional programs. The special education teacher, whether he is teaching educable mentally handicapped children or orthopedically handicapped, is primarily trying to increase his students' understanding of the world about them; he is teaching English, geography, etc. Persons such as the social worker or speech therapist, however, do not have a curriculum to teach. They are trying to bring about changes in the child which will enable him to make better use of his abilities in intellectual areas, or they focus on the personal meanings that a given body of knowledge has for the child. They may be teaching the child something about himself and his relationship with others, but they are not trying to cover a body of knowledge. Teaching is primarily directing the pupil's attention onto subject matter outside himself; pupil services focuses the pupil's attention onto himself and tries to foster the attainment of maximum personality development.

In a position statement, the National Association of Pupil Personnel Administrators put it this way: "The special education program, just as the general education program, includes both a pupil personnel and a teaching or instructional focus. ...The desirability of a close relationship is clear, since the educational placement of children and the identification of their needs (including evaluation of handicaps or special talents) is a task in which the pupil personnel staff is deeply involved. The exceptional child and his parents often require more intensive pupil personnel services than is the case with other students in the school. Pupil personnel services are key elements also in helping to implement special educational instruction and in the possible transition of many handicapped children back to the regular school program. Extensive contacts with children and with teachers are essential. Emerging trends in special education suggest that to an increasing extent the teacher of exceptional children will emphasize prescriptive education with a pupil personnel focus."\*

Compensatory education is another aspect of the school program with which pupil services must be closely related.

#### What Can Pupil Services Do for Massachusetts Children?

The goals of pupil services were well stated by Henry Wriston, Chairman of the Commission on Goals for Americans: "to guard the rights of the individual, to ensure his development, and to enlarge his opportunity." In times of social change there are bound to be overlapping functions among professions and institutions; to simplify, we will highlight the contributions of each of the pupil services disciplines in this section as though there were no overlapping competencies. In actual practice, as the quality

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\*National Association of Pupil Personnel Administrators, Pupil Personnel Services: A Position Statement, April, 1969, page 8.

and quantity of training programs have increased, school systems with well-trained staffs have found that such staff members are more interchangeable across disciplinary lines; hence the increasing focus on functions and personal competencies rather than on job descriptions and the increasing tendency for each individual's role to become an evolving, changing one. Assisting a child's learning is too complex a task to be fully understood by any one person trained in any one discipline, but in this section the relatively unique roles of each discipline will be emphasized.

The descriptions that follow do not, unfortunately, characterize current general practice in Massachusetts. They are, instead, descriptions of the possibilities we see inherent in a discipline and probably do represent what the most competent people in Massachusetts are doing.

#### Contributions of Attendance Services

Returning to Mr. Wriston's statement, what rights of the individual does pupil services guard? Perhaps the first of these rights is the right to an education. Attendance supervisors were hired to see that parents living in poverty did not sacrifice their children's rights to an education by forcing them into the world of work prematurely. Today we see attendance work not primarily as police work but as a first line of defense in spotting and treating children whose educational needs are not being met in the schools and who therefore choose to be absent for reasons other than illness. The attendance supervisor occasionally still finds children who are being exploited by being required to remain at home to care for preschool youngsters, and he finds temporary or permanent economic deprivation which he must correct to enable the child to come to school--need for warm clothing,



shoes, etc.--but increasingly he is dealing with reluctant learners, students whose needs we are failing to reach with our present instructional and administrative practices. He may occasionally take a child or family to court, but his major effort is preventive. He identifies children whom the teacher and pupil services workers must examine more closely and for whom they must make educational modifications. Thus the attendance supervisor guards the rights of the individual by seeing that no one denies him an education, by calling for help when he spots an incipient problem developing, and by working as a liaison between the school and the court-related agencies to assist children returning to the schools from correctional institutions.

#### Contributions of Health Services

How do health personnel--nurses, physicians, including psychiatrists, dentists, and dental hygienists--enlarge each child's opportunity? Learning can take place only through the senses, and a surprising number of children have handicaps, particularly in seeing or hearing, which neither they nor their parents have detected. The school health staff takes the responsibility for seeing that these disabilities are identified by the nurse or others and that remedial action is taken. In accomplishing this, the health staff works with the medical community, the parents, and the teachers.

Today's educational materials are colorful. This is one of the attractive changes which have taken place in education since we were in school. In beginning readers, for example, short vowels are often blue, and long ones, red; workbooks ask the child to circle the yellow boat. Yet annually thousands of young men first find that they are color-blind when taking an army physical. Between 3% and 3½% of our first grade boys and about ½% of the girls do not have normal color vision. If the school

health team does not screen for this learning disability, a learning problem is created. This is one factor, though not the major one, contributing to the large number of boys who have difficulty learning to read.

The primary role of the dental program is to motivate children to acquire and practice sound dental health habits. Even if the hygienist provides some direct services such as cleaning teeth, her primary role is to be educationally significant. She works with teachers in selecting audio-visual and other resource materials for use in group instruction. She carries out dental inspections in such a manner as to help the child have a favorable image of the dentist and dental care and come to realize the importance of good dental health habits and the consequences of neglect. A major purpose of the inspection is to motivate children and their families to seek adequate professional attention. She will see that the results of her findings are communicated to the child and his family and are properly recorded, and that her grouped results are utilized by educators and medical personnel in developing programs to ensure adequate dental care and education for the community's children. A supervising dentist will typically serve as a resource person and a liaison with the dental society.

Nurses still take temperatures occasionally, but it is the teacher who sees the child day after day and therefore knows his normal behavior, who typically spots the child who is becoming ill; therefore, the health staff should be primarily concerned with the preventive aspects of medicine. They look at the school's physical plant and program and say, "Is this a safe and healthful environment?" They are more concerned about the adequacy of the health education program than they are with providing

first aid, a service which can be provided by an aide or a trained school secretary. Dietary patterns are set in childhood. It is in these years that students decide whether or not to smoke or experiment with drugs. Although sex education is broader than the intellectual understanding of one's changing body, the health professions are involved in it. Health services personnel typically do not assume the major responsibilities for the health education program, but their understanding of the subject matter and of the students and their families make them a valuable resource.

We frequently found that the nurse is the first adult a teenage girl turns to when she discovers she is pregnant. Very often the nurse then goes with the girl to discuss the matter with the parents. Thus the nurse is the first on the pupil services team to become involved, and she often calls in the social worker, the counselor, and other appropriate persons including the school administrator so that appropriate educational and medical plans can be made to ensure the girl's educational growth and the health of the mother and child. Many communities which once dismissed a pregnant student as soon as they learned of her pregnancy now have organized programs designed to keep the girl in school as long as possible and to minimize or eliminate educational retardation.

The nurse is also frequently the first to learn of drug problems and serves as a liaison between the child and the family. Children who have a stomach ache whenever test day arrives are spotted by the nurse. During the seeking of solutions to mental and physical health problems, the source is frequently traced to the home. As a nonthreatening communicator with parents, the nurse often is the school's best liaison with the home. Although her primary concern is health, she frequently is asked to seek

information in other areas as well and brings significant feedback to school personnel on the effects of their actions on students and parents.

Nurses seldom save a life on the playground, but they frequently play a significant role in enlarging children's learning opportunities. A competent nurse helps each child whom she contacts to understand his body better and to value and protect it. She is an educator of children and contributes her understanding of children and families to the pupil services team and the other professional staff.

#### Contributions of Speech and Hearing Specialists

Communication skills are largely responsible for man's dominance of his world, his ability to make advances in knowledge, and for his ability to enjoy and work in concert with his fellows. A child whose speech is difficult to understand is seriously handicapped and tends to withdraw into himself. His learning is also affected. Some speech problems are overcome in time by the youngster listening and imitating, but some children are better able than others to do this without assistance. Cost effectiveness studies have indicated that it is most effective to begin speech correction early in grade school. When this is done, children can typically be taught in groups, and within a year or two they are speaking normally.

Some speech problems have major psychological involvements. It has been said that stuttering, for example, begins not in the mouth of the child but in the ear of the parent, so parental involvement in correction is essential. Teachers can play a significant role in furthering developmental speech by assisting each child to be able to say what he wants to say while he is contributing to and learning from his peers. The child

with normal speech has open to him a much wider variety of occupations, and success in life should not be limited by a correctable pattern.

Of course, some speech problems have a physiological component, and the school staff plays a role in seeing that corrective surgery is carried out and that remedial procedures assist the child in making as big a gain from this as is possible. Speech correctionists are typically included in pupil services not because they are trying to teach a child a body of knowledge such as history, but rather because they teach a series of skills calculated to make him more educable and a more well-rounded citizen. Also, children with speech problems are more apt than other children to experience mental health problems because their communication with others is handicapped.

#### Contributions of the Counselor

The counselor helps each student to examine his world in terms of its meaning for him and to use this knowledge along with external information in making wiser decisions and plans. The counselor knows how to assist the individual in understanding himself in relation to the inner and outer world in which he lives, to accept and value himself, and to become competent and self-confident in resolving the decisions he faces. He provides the student with the opportunity to talk with an interested but nonthreatening adult on any matters which concern him.

To assist him in accomplishing these objectives, the counselor accumulates meaningful information about each pupil. He also makes available to students a data bank of information about the worlds of work and education and assists pupils, parents, teachers, and others concerned, in interpreting this information. Often he is also involved in placement



services, identifying students with special needs, referring pupils and parents when appropriate, conducting local research on pupil needs and the extent to which school services are meeting them, and, along with teachers and administrators, bringing about needed modifications in the school environment.

The unique area of competence of the counselor is in the decision-making area. The counselor's job is to assist the student in seeking information which will assist him in understanding himself in the world in which he lives and to help him make intelligent guesses relative to other aspects of that world into which he might venture--a different type of school, a different course of study, a different job, another type of personal relationship. That is, the counselor, by providing an accepting, nonevaluative relationship and sometimes information which is personally relevant, helps the student to understand himself better in his relationship to his environment and the people in it. This relationship also facilitates the process of looking squarely at oneself, accepting the facts about oneself, and then making reality-oriented decisions about next steps.

The elementary school counselor has similar aims but typically spends a larger share of his time working with the primary care-givers, the parents and teachers, rather than with the pupils themselves.

#### Contributions of the School Adjustment Counselor--Social Worker

School adjustment counseling in Massachusetts encompasses a variety of services performed by persons with titles of "school social worker" and "visiting teacher" in other states. When the Youth Service Board was created in Massachusetts in 1952 to combat delinquency, it recognized the need to develop preventive programs for work with predelinquent

children and their families. The General Court "recognized the need to assist maladjusted, emotionally disturbed children during their earliest school years if they are to avoid serious underachievement and behavior disorders during later years. Consequently, this program deals with these children (kindergarten through grade eight), their families, and appropriate social agencies in an attempt to help them make normal progress in school and allow them to effectively utilize the resources of the school according to their own abilities."

The adjustment counselor, using the skills of casework and counseling, works with families, social agencies, the courts, and troubled children in tying together the efforts of the school, home, and community on behalf of those children. Some adjustment counselors have begun to work with students in the secondary schools as well and to be concerned with troubled youth who were not predelinquent, but their primary focus has not changed.

#### Contributions of the School Psychologist

The school psychologist has traditionally been the school's diagnostician. Trained in clinical methods such as psychological testing, the school psychologist typically devotes his time to study of individual children who have been referred to him because of learning or behavior problems. This child study frequently includes observation of children in classroom and playground situations.

After studying a child's development and present functioning, the psychologist may confer with parents, teachers, administrators, and other school personnel who might interact with the child. Together they arrive at recommendations for the child's continuing educational program. In some cases, the school psychologist may provide individual psychotherapy,



but generally, when extended psychotherapy seems warranted, he initiates a referral to a community agency.

Some school psychologists in Massachusetts are attempting to foster mental health by placing increased emphasis on preventive and developmental approaches rather than on diagnostic or corrective activities. Efforts are being made to develop school settings which encourage healthy personality development, settings in which students will be better able to develop strengths that will enable them to cope with problems and stress on their own.

In some communities, school psychologists are providing in-service training for teachers in child development and mental health. Teachers are being encouraged to examine the effects of school climate on personality development, to understand better and to utilize group involvement, and the like. School psychologists frequently address parent groups to help explain the school as a whole, and the psychological services in particular, to the community.

Many pupil difficulties are beyond the resources of the school. In such cases the school psychologist may become a liaison with community agencies such as child guidance clinics, rehabilitation agencies, family welfare agencies, courts, and so on. He is frequently called upon to make written reports and evaluations about a child for use by schools and referral agencies.

Among the most common referrals to school psychologists in Massachusetts are children who are being considered for placement in special education programs. Such an important decision regarding a child's future education requires serious initial deliberation as well as periodic reevaluation of progress.

### Conclusion

Americans have always had great faith in their system of public education, expecting it to accomplish what homes, churches, and community agencies could not do alone--to turn out well adjusted individuals and socially productive citizens. As society grew ever more complex and as the school population grew progressively larger, it became more and more obvious that the instructional programs in the schools were never going to achieve those goals alone. Something was needed to fill in the gap between goal and reality; something was needed to complement the instructional program, to facilitate the student's receptivity to learning, to help the student clarify his feelings about not only what he learned but also about himself and the world he lives in: that something has come to be what we now call pupil services.

Function after function was added to the pupil services program as new aspects of the gap came to light, and Massachusetts took the lead in introducing many of those functions into the schools. But organization and support did not keep pace with the growth of the new program, and still a wide gap exists. It may be that the goals are unattainable, but few would deny that they are worth working toward or that pupil services are necessary for their accomplishment. It is time for a reexamination of pupil services in Massachusetts; time for a thorough investigation into that gap and its causes; time for recommended procedures for closing that gap. These are the goals of this study.

## CHAPTER II

### HISTORY AND DEVELOPMENT OF PUPIL SERVICES IN MASSACHUSETTS

Wheels with cogs that do not mesh will not turn smoothly nor operate efficiently. Imagine a network of wheels, each made independently without regard for dimension, some indeed only partially roughed out, being added one by one to a continuously operating machine and then imagine the readjustment required to eliminate gaps and overlapping. So it is with pupil services in Massachusetts where, as in most states, development has been a piecemeal affair. One service after another has been incorporated into the schools as society has grown increasingly aware of student needs and developed more effective means of meeting them. Although their presence in the schools has to some extent contributed to the alleviation of problems in the teaching-learning context and thus relieved teachers and administrators of some of their burden, because of the lack of coordination among services, as well as between service and school, this contribution sometimes has been oblique and of only fragmented, often distorted, visibility. Because the subsequent chapters on current status and proposed future developments of pupil services reflect this background, this brief overview of the context from which current services emerged presents the historical perspective from which they must be viewed.

#### 17th and 18th Centuries

Through the 17th and 18th centuries the American people were absorbed in a struggle for survival, both as individuals and as a nation, which left

little time for organized social welfare; nevertheless, because of their English heritage and their grand dream of freedom and opportunity, they did not neglect their obligations toward those whose mental, physical, or financial circumstances prevented them from surviving alone. Most problems were handled within a family complex; the more extreme problems, by the local community. But as the young nation, and with it Massachusetts, grew stronger and wealthier and as the demands of mere survival slackened, the population became concentrated more and more into urban centers, and the complexity of society also grew. It became impossible for local communities to deal with their problems adequately, and this, plus the tradition of noblesse oblige held by the elite residing in and around Boston, led to the concept of state aid and responsibility. Local autonomy, however, was a tradition that was to continue to be a powerful force in the school systems of Massachusetts. The state might pass laws and allot funds, but the individual school committees were to maintain the power, a situation which the state has never gained sufficient strength to change.

#### 19th Century

By the middle of the 19th century reform was in the air. The first state hospital in New England exclusively for the care and treatment of the mentally ill, the Worcester Lunatic Asylum, was built in 1833. In 1841 Dorothea Dix began her famous crusade. With the growth of social conscience, concern spread to less obvious quarters. In 1837 Massachusetts established the first State Department of Education, and the right of every child, particularly those working long hours in factories to help support their families, to a public education became an issue. To ensure this right, Massachusetts, in 1852, passed the first compulsory attendance law which required that "Every person who shall have any child under his

control, between the ages of 8 and 14 years, shall send such child to some public school within the town or city in which he resides, during at least 12 weeks..." Thus the attendance function became the first of the pupil services. Over the years the law was amended in such a fashion as to command the school committee of each town to enforce it; accordingly, attendance personnel generally have responsibility for accounting for all school-age children within a school district and for seeing that those children remain in school according to the stipulations of state law. While the typical supervisor of attendance in Massachusetts retains the legal authority derived from his heritage of "truant officer," he at the same time is moving toward a social work orientation in that he is coming to see attendance problems as being behavior symptomatic of social or personal problems which require further and perhaps intensive study. His actual duties and qualifications, aside from the fact that he may be a Civil Service appointee, now vary from school system to school system; for although the law is on the books, the State Department of Education has no one specifically responsible for enforcing it.

Once it had become mandatory for all children, rich and poor, bright and slow, immigrant and American-born, to attend public school, the forces at work in society, and hence on the children, began to affect the functioning of the school systems. The Civil War with its wandering homeless, incurable wounded, and pestilent prison camps was among those forces, helping to bring home to the public as it did the necessity for investigation into the area of health and sanitation. Massachusetts, again, was the first state to create a Board of Health. In the early years of the 20th century the Board became a state department which, in addition to stimulating adequate medical services, sponsored the passage of a law in 1906 requiring a school nurse in every community.



1900 - 1920

The first two decades of the 20th century were a time of expansion in national strength and unity, of growth in population from a steady flow of immigrants of all nationalities and religions, of emergence of the United States as a world power and after World War I as the most powerful nation, of shift from a rural to an urban, from an agricultural to an industrial and technological society, of reaction to Darwin and Freud. America was on the move, but with progress came new problems. Boston in the early 1900's with its overcrowded slums, low wages, sweatshops, child labor, and bitter struggles between labor and management set into opposition against its ideal of democracy and a classless society, its education system already somewhat committed to preparing youth for participation in that democratic society, and its awakened social conscience was fertile soil for the creation of additional helping services. They began in 1905 with a focus on vocational guidance when Frank Parsons established the Breadwinners Institute which sought to "offer young men and women who are wage earners the elements of a broad culture and a careful training in the best methods of thought and work." Thus guidance also got its start in Massachusetts. Further planning by Parsons resulted in the opening of the Vocation Bureau of Boston in 1908. Its purpose and method which set the tone for the future development of guidance is described in the following portion of the only report submitted by Parsons and the Bureau:

"No attempt is made of course to decide FOR the applicant what his calling should be, but the Bureau tries to help him arrive at a wise, well-founded conclusion for himself. Its mottos are Light, Information, Inspiration, Cooperation. It helps the boy: 1st - To study and understand himself, his aptitudes, abilities, interests, resources and limitations and their causes; 2nd - To get a knowledge of the conditions of success, advantages and disadvantages, opportunities, etc., in different lines of industry; and 3rd - To reason correctly about the relations of these two groups of facts.

The fundamental principle is adaptation. If a man is doing work for which he has a natural fitness and an adequate preparation - if his abilities and enthusiasms are united with his daily work and find full scope therein - he has the foundation for a useful and happy life. But if his best abilities and enthusiasms are separated from his work - if his occupation is only a means of making a living, and the work he loves to do is sidetracked into the evening hours or pushed out of his life altogether, he is likely to be only a fraction of the man he ought to be."

During the same period, Dr. Stratton D. Brooks, superintendent of schools in Boston, recognizing the need of adolescents for this type of help, introduced vocational counseling into the Boston school system and thus launched this movement into the schools of the country. A few years later, in 1912, a placement bureau was established under private auspices with the school system cooperating by allowing the use of their buildings. After three trial years of proving its value, the Placement Bureau was incorporated into the school system under the title of Department of Vocation Guidance. That same year, 1915, a new Division of Hygiene, responsible for infant mortality, child welfare, industrial hygiene, health instruction, and medical examination of school children, was created within the State Department of Health, and the accumulation of separate agencies responsible for the needs of school children was definitely underway.

The early emphasis on vocational help led to the Smith-Hughes Act of 1917 which allotted federal funds for the purposes of promoting, in cooperation with the states, vocational education in agriculture, trade, and industrial subjects and of providing for the preparation of teachers of these subjects. As a result of the act, a Vocational Education section was created within the Massachusetts Department of Education. At the same time a movement was undertaken in Providence, Rhode Island, that was to have considerable influence upon the future shape of guidance in Massachusetts: a Research and Guidance Department was created in 1918 with Richard D. Allen



as its director. Although most of the programs were of the placement variety, Allen was a model of the scholar-practitioner and introduced many viable ideas, including the concept of group work. He spread these ideas through a combination of impressive physical appearance, personal speaking engagements, and open invitations to visit his model.

Despite the emphasis on vocational guidance, other needs were also being recognized. In 1919 the General Court enacted a law that called for determination of the number of mentally retarded children in Massachusetts public schools and for provision for their instruction. The fundamental purposes of the law were to discover those children of school age who were so retarded in mental development that they could derive little or no benefit from regular academic school work and then to provide for those children a practical type of training and supervision that would enable them to become self-supporting members of society. Amended by the Legislature in 1922 and again in 1931, it set forth regulations for the examination of mentally retarded children and included a provision requiring the school committee of every town where there were ten or more such children to establish special classes for their instruction according to their mental abilities. This law heralded the beginnings of special education.

#### 1920 - 1930

And then America ushered in the tumultuous twenties, a time of ticker tape parades, ribald gaiety, unprecedented prosperity, goldfish swallowing, and "Oh you kid." That a large percentage of the population still worked under adverse conditions and lived in overcrowded slums or dirt-floor farm houses could not seriously affect the temper nor the thoughts of the time. It was great just to be young and alive in this wonderful land. As a result, little definite progress in the area of pupil services is recorded for this

decade, and the men who had ideas were quietly either putting them into local action or else storing them up for a future date. The main activities were centered in the Division of Hygiene which had been created in 1915. In a spirit to match the times, the staff created a multipaneled educational exhibit and demonstrated it at county fairs. Their sideshows included a pediatrician who gave free examinations to the children who were dragged forward by their parents, a dental hygienist who checked the children's mouths, and a nutritionist who demonstrated to the parents the foods that should rightfully go into those mouths. The show was such a smashing success that the staff became something akin to a professional troupe of performers.

Thus, the first public health nurses and physicians were essentially inspectors and leaflet distributors, and only gradually did the idea of health education supplant this origin. Over the years the first school health law of 1906 was amended so that responsibility for providing an adequate program was placed with the Department of Public Health, specifically in the Division of Maternal and Child Health. Theoretically the Department of Education shares this responsibility, and a first major joint effort was the publication of a School Hygiene Handbook for school administrators which appeared in 1930 and was later revised three times.

The temper of the 20's points out one important aspect of helping services such as pupil services--without public concern and public support the creation and growth of such services are doomed to a snail's pace. It is when a segment of the population becomes aroused over a particular issue that things begin to happen.

#### 1930 - 1940

There could be no sharper contrast than that which exists between the pervading American mood of the 1920's and that of the 30's. The depression:

it was a time of breadlines and suicides and unemployment; it was a time of problems, obvious and immediate. No one really knows the total number of unemployed youth, but estimates for 1933-35 range from 3-6 million persons under the age of 25. Concerned administrators hastened to alleviate the critical situation. In Providence, Richard Allen, still very much an influence, through cooperation with the U. S. Employment Service was instrumental in creating, in 1933, a community model of job placement training. Guidance in Massachusetts at this time was still limited to a small number of systems in the greater Boston area, such as Quincy and Newton, that had initiated programs utilizing part-time teachers who might have either taken some courses at Harvard under John Brewer or else become generally interested in this new concept. Boston itself still had a fairly active program, but it was not moving forward as rapidly as those in the suburbs.

In 1935-36 Dr. Vernon Jones, creator and first chairman of the Clark University Department of Education, stimulated by a visit to Providence, established the first course in guidance to be offered in the Worcester area, "Guidance in the Secondary Schools." As a further inducement for the creation of guidance services, he offered a demonstration testing and counseling program to the Worcester County Public Schools.

From the federal level came the George-Dean Act of 1936 which provided for an extension of federal aid to the public schools for vocational education that included vocational guidance. The result within the Massachusetts State Department of Education was the creation of the position of Supervisor of Occupational Information and Vocational Guidance within the Vocational Education section. This entire division was an autonomous unit which operated within the Department of Education but received its source of life from the federal government. Also on the State level, Dr. Philip Cashman was appointed

in 1936 as the first and only supervisor of special education with responsibility for the mentally retarded, blind, deaf, and physically handicapped. During this period, ever since the 1919 law and up until World War II, the problem of the mentally retarded was handled in the larger cities by the establishment of traveling school clinics consisting of a staff of psychiatrists, psychologists, and social workers from mental hospitals. Their main concern was to test the child and recommend the most effective procedure for his education. In the smaller communities a teacher could, upon completion of a required number of psychology courses, simply write a letter to the Department of Mental Health and receive certification as a school psychologist. Their main function was identification of mental retardation through testing, and they were qualified for little else.

#### 1940 - 1950

The mark left on the American people by the depression was deep and jagged, and in 1940 concern for the problems of the youth of Massachusetts prompted several new developments. In the area of school health came the establishment of the Massachusetts School Health Council. On the recommendation of the Commissioners (of Education and Public Health), the Council was given the responsibility of becoming the policy-making group for conducting the health program in schools. Consultants from the staff of Maternal and Child Health in the fields of nursing, medicine, and health education were assigned. The major accomplishment has been in the field of professional training--orientation, workshops, courses, institutes, the use of health aides, and clinical sessions. School health had moved from inspection to keeping administrators informed of current health practices by means of a handbook to the present concern with prevention through early identification and treatment. In the schools emphasis shifted to more productive ways of

using health personnel in providing services for students and their families, in consulting with teachers, and in developing health education curricula. But while the role of school nursing on the local level has been gradually merging into the pupil services concept, it has been handled on the State level by the Department of Public Health, and communication with the Department of Education has not been adequate. The function of the nurse in the educational setting has remained a cloudy area and for that reason misuse of time and talent has been the rule. Moreover, since each community has responsibility for appointing their own nurses, who need only be registered by the Massachusetts Board of Nursing Registration, the Division of Maternal and Child Health has no control over qualifications or salaries; consequently, school nurses often have little supervision or direction.

The other major development began when Dr. Francis Spaulding, professor of education at Harvard, aided by support from parental pressure groups, succeeded in obtaining legislative approval for the Massachusetts Youth Study. The findings of this study showed, among other things, a definite lack of adequate guidance and placement programs in most public schools, and the authors concluded that unemployment, dropout, and similar problems, although a facet of the economic condition of the country, could be mitigated if effective guidance programs were established and if the State Department of Education were strengthened through the creation of a section concerned with guidance, placement, and related activities. The outcome of the study was the creation of the position of Supervisor of Occupational Placement and Followup (later changed to Senior Supervisor of Guidance) within the Division of Elementary and Secondary Education; but in the meantime the news from Pearl Harbor had struck its stunning blow, unemployment was no longer a problem, and funding was channeled into more immediate concerns. The



supervisor, Mr. Warren Benson, received only his salary and, in a time of rationing, \$220 a year for travel expenses. His prime responsibility lay in visiting school systems throughout the state in an attempt to persuade them to establish guidance programs. Legally there was no way for him to force such an undertaking. His relationship with the supervisor of Occupational Information and Vocational Guidance in the Vocational Education section was virtually nonexistent except for a cooperative endeavor to counsel the large numbers of veterans returning home at the end of the war.

By now the trend in the development of pupil services should be apparent. It did not radiate from Boston in an even sweep across the state. In spite of legislative action and periodic funding, in spite of, or maybe indeed because of, the burgeoning number of agencies, divisions, and positions on the State level that were intended to handle the ever-increasing responsibility, it was from scattered individuals and forward-looking communities that the ideas, the models, and the leadership emanated. Partially derived from and then coupled with the longstanding tradition of local autonomy, this, plus initially unequal circumstances, helped produce the ever-increasing inequities in service from one community to another that are yet today an unfortunate presence in Massachusetts. Still, however sporadically and unevenly distributed, the concept did grow--not only in size (as is shown in the chart below) but also in the number of full-time, as opposed to part-time, personnel.

<u>Year</u>	<u>Number of people in public school systems working in full-time or part-time programs in guidance</u>
1942	18
1949	629
1951	707
1953	773
1954	833
1955	920
1960	1100
1961	1183
1965	1364
1967	1489



1950 - 1960

Despite the Korean War, the first half of the 1950's was a quiet period for America, a time of relative peace to rest and ponder the tumult of the preceding decades, a time of increasing prosperity and strength. A time also to turn thoughts, energies, and funds to the well-being of Americans. Partially due to the problems and dissolution of many of the hasty wartime marriages, the homelife of youth now became an important factor in the schools, and in 1952 the Youth Service Board was established under the direction of Dr. John Coughlan. Observing that many young people in trouble with the law might have been helped if some preventive contact had been made before they became involved in delinquent activities, he filed legislation in 1955 for permission to provide help in such forms as home visits, familial involvement, and cooperation with clergy. This was intended not to replace guidance but to supplement it from kindergarten through the eighth grade as a special function called school adjustment. The school adjustment counselor was to have a master's degree in either social work, psychology, education, or guidance, and the more specific standards were established cooperatively by the Youth Service Board and the State Department of Education. Their main function has been to work cooperatively with the teacher, child, family, and sometimes court in so dealing with the family's, and hence child's, emotional problems that the child may better adjust to the educational setting, and thus has been in the nature of social work. The Division of Youth Service was authorized to pay the full cost of an approved adjustment counselor and program for the first year and one-half of the salary thereafter, and by 1960 there were 50 counselors in the state. The introduction of the school adjustment counselor into the elementary schools is one indication of the growing general interest in elementary school counseling that developed

as the concept of using pupil services in a preventive role took root. For the most part this interest has blossomed on the local level without much assistance from the State.

In 1954 interest in special education, stimulated by the appearance of Pearl Buck's book, The Child That Never Grew, resulted in the creation of the National Association for Retarded Children by a group of parents of mentally retarded children. Pressure from parent groups brought about the establishment of a Division of Special Education in every state. A section of the Massachusetts legislation provided certification requirements for school psychologists, and thereafter a child had to be tested by a certified psychologist before he could be placed into a special education class. These requirements had been cooperatively created by the Department of Mental Health and the Department of Education.

Interest in another area of special education brought about the appointment of Mr. William Philbrick as the first Supervisor of Speech and Hearing in 1957. At that time there were 34 speech and hearing programs in Massachusetts schools; by 1965 there were 153 programs; by 1969, 230.

And then the challenge of Sputnik soared into the American educational system, and suddenly in 1958, with the passage of the National Defense Education Act (specifically Title VA, Guidance, Counseling, and Testing Amendment), funds were available for the three additional Supervisors of Guidance whom Mr. Benson had repeatedly requested for the Office of Guidance and Placement. However, his dream of developing the Office into an innovative, dynamic force was dampened when the major task of the new supervisors turned out to be the dispersal of NDEA funds for approved guidance programs. Since that time the major function of the Office has been one of visitation to and approval of programs for the purpose of reimbursing school systems for personnel and equipment. By publishing various pamphlets on organization and

guidelines, holding workshops and surveys, and giving support and suggestions to local systems when they were requested, it has served basically as a dispersal agency.

In the same year, 1958, Mr. Benson called together the leading guidance people in the state to discuss the best use of the NDEA. This group became formalized as the Massachusetts Advisory Council on Guidance and Testing, appointed by the Massachusetts Board of Education theoretically to advise the State Commissioner on guidance and to propose solutions to its problems. Although founded on such a principle and composed of a dynamic and competent membership, the Council has been thwarted in almost every attempt it has made to improve pupil services in Massachusetts. Excellent recommendations, constructive criticism, and forward-looking suggestions have gone unheeded. Attempts to place guidance in a more prominent position within the structure of the State Department failed. One such attempt was a 1959 bill proposing the establishment of a separate Division of Guidance Services with the idea that guidance should be separate from and equal to, not under, the instructional services, as was already the case on the local level. When the bill came before the Joint Committee on Education for a hearing, the Commissioner, who favored another bill being considered at the same time that would authorize the creation of three Assistant Commissioners of Education charged respectively with instructional services, special services, and higher education, opposed it, and it was defeated.

#### 1960 - 1969

Meantime the relative quiet of the 1950's spiraled rapidly into the discordant sounds of the 60's. America's youth, frustrated in its attempts to achieve maturity and identity in the face of such adult fiascos as the war in Vietnam, the cold war, the race riots, indeed the general restlessness

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and dissatisfaction of this telescoping world, quickly outgrew the label of Noncommitted and vocalized and demonstrated its way into the headlines. Many educators, concerned over the extent of this discontent and realizing youth's need for assistance in its quest, sought ways of better enabling pupil services to meet that need. In another attempt to strengthen pupil services at the State level, the Advisory Council submitted to the Board of Education another recommendation entitled, "A Proposal and a Plan for the Establishment of a Division of Pupil Personnel Services Within the Commonwealth of Massachusetts Department of Education." It was ignored. In 1962 a special commission was appointed to conduct a study relative to improving and extending educational facilities in Massachusetts. The proposals for pupil services contained in the resulting 1965 Willis-Harrington Report brought no lasting effect. Despite the almost revolutionary pace of youth, the legislative wheels continue to revolve at their slow and droning traditional speed.

On the other hand, change that did not bring improvement had been initiated elsewhere. As a result of the school aid formula of the 1965 Massachusetts Sales Tax, direct reimbursement for school adjustment counseling was removed. Since school systems now receive funds through NDEA Title I, and consequently have hired elementary guidance counselors who in actuality do school adjustment work, the Youth Service Board has had no control over hiring of personnel, development of programs, or qualifications of personnel. In many communities priorities in funding have excluded school adjustment. Thus, although the Board provides evaluation, assistance, support, lists of qualified personnel seeking jobs, and help in creating new programs, its recommendations carry no authority.

This problem has been studied several times. A group of specialists was sent by the U. S. Department of Health, Education, and Welfare, Children's

Bureau, in 1964 to make an extensive study of the Youth Service Board. A comprehensive questionnaire was sent out to all adjustment counselors in the state, plus 75 key educators, judges, psychologists, guidance directors, etc., seeking an evaluation of the role of school adjustment counseling. The study found a need for return to direct reimbursement, for more adjustment counselors, for three to four field supervisors, for in-service training programs, and, most importantly, for incorporation into the State Department of Education. No action followed. A study by the Massachusetts Commission on Children and Youth several years later reached the same conclusions, although it recommended that School Adjustment should remain under Youth Service. No action followed. A third study in 1968 recommended that it be extended throughout the Commonwealth as a preventive function. No action followed. The most recent change has been the passage of a bill expanding adjustment counseling from its original conception of prevention to include grades 8 through 11. Thus, in spite of much concern and investigation, adjustment counseling has been left to the discretion of local communities without the benefits of adequate control.

The biggest recent change in the State Department of Education was the 1966 consolidation resulting from the Willis-Harrington Report. In the process of reducing the number of Divisions reporting to the Commissioner from thirteen to five, the Division of Curriculum and Instruction, under which is included the Guidance Office, was created, and the Division of Special Education was reduced to its present status as a Bureau. As the children served by this Bureau are more obviously handicapped than most and as the parents concerned have applied consistent and powerful pressure, state legislation and reimbursement to local communities have been more readily forthcoming than in most other areas of pupil services. As of 1966 the "committee of every town or district committee of every regional school



district where there are five or more such children as determined by qualified examiners as educable (.79 - .50 on an intelligence test) or trainable (.20 - .49 on an intelligence test) shall establish a special class for the instruction of the trainable mentally retarded children according to their mental attainments, under regulations prescribed by the department."

If there is a catch here, it lies in the words "qualified examiners." Designed to be the task of school psychologists, the job is basically one of a psychometrist, and on the local level is in actuality often an auxiliary function of the guidance counselor. Thus the role of the school psychologist in Massachusetts exists on the nebulous outskirts of pupil services as a scarcely defined and poorly utilized asset.

For the special education classes, the State can reimburse the local systems for teacher's salary, supervisor's salary, transportation, local psychologist, books, supplies, etc. A staff of six state supervisors covers the state visiting every class at least once annually to examine the application forms for each child, to check the teacher's certification status, to evaluate the classroom environment, equipment, and materials, and to resolve problems that have arisen. However, staff growth on the State level has not kept pace with local needs, and the necessity for spending the major proportion of their time approving local reimbursement has greatly limited their influence in the sphere of improvement and innovation.

### Conclusion

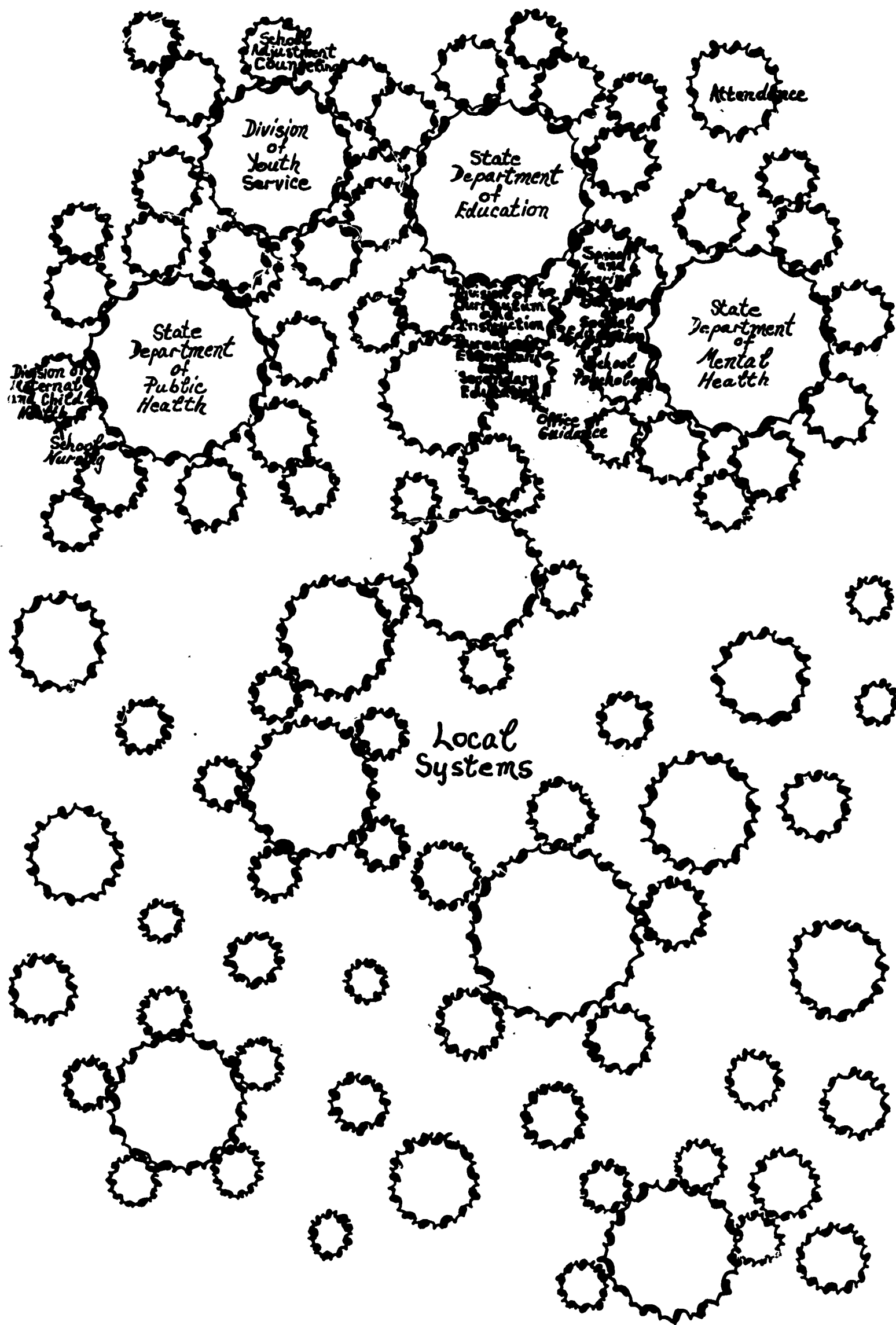
That is the nature of the network that has been built up in pupil services in Massachusetts over the years. Due to local autonomy and the progressivism of a few individuals and communities, the segment of the network belonging to the school systems has developed as a virtually separate



groups such as church and ethnic group. The lack of opportunities for him to experience anonymity reduces openness of expression and limits experimentation with feelings and behaviors. His expectations of himself and his potential may be low, while at the same time his expectation of substantial upward mobility is limited by his isolation from knowledge of a variety of jobs and opportunities for continued education. When an individual deviates from the norm in his abilities or interests, the isolated community lacks facilities to assist him and often looks upon him with suspicion. Also, until recently the rural community has typically lacked facilities to deal with children who have emotional and behavioral problems, a condition that has been accentuated by a distrust of new programs such as mental health services. Furthermore, the rural community is self-perpetuating and nearly impervious to rapid change. The teachers in its schools generally have come from similar locales or are, in fact, local youth who have returned after graduation from a nearby, commuter-oriented teacher preparatory college. Its young people who do become exposed to diversity and a greater range of opportunities through higher education, military service, or residence in other areas frequently do not return.

In the rural society pupil services has the special function of encouraging individuality and of broadening the student's view of what is possible for him.

The urban child faces a different set of circumstances. The central city is filled with transient families. Although their high mobility may not take them many miles, they change residences frequently. Their children may attend many schools. In one city visited by the study staff a teacher may begin a year with a group of thirty students and watch one



many of those needs; attempting to answer them, she fell woefully short of her goal; seeking to remedy the shortcomings, she built up an unwieldy network of separate but overlapping answers. The result is reminiscent of the old tree-forest adage. Why should this have been so? Consider the general attitude toward change held by the conservative element in society-- and what could be more conservative than an educational system designed to inculcate and perpetuate the precepts of that society. Consider the tendency for institutions to become ingrown, to end up existing primarily for the sake of self-perpetuation rather than for the need they were created to answer. Consider the tradition of local autonomy and the meagerness of wider-than-local public concern. Consider the inadequacy of funds, the subsequent inability to attract dynamic personnel, the weakness of a divided power structure, the struggle against the piles of ever-increasing red tape, the whirlwind of change that is currently shaking the foundation of our society, the lack of substantial and lasting coordination, cooperation, or communication. In searching for a better tomorrow for pupil services in Massachusetts, this report has considered all these and more.

### CHAPTER III

#### PROBLEMS IN PUPIL SERVICES

##### Children in Communities

Growing up in Massachusetts is not the same experience for all children. How you grow up depends upon where you live, and that depends largely upon who your parents are. Areas become stereotyped, and stereotypes persist because they contain elements of truth. The truth in the widely held stereotypes with respect to urban, suburban, and rural settings and the problems of growing up in them was reinforced by what we saw during our visitations throughout Massachusetts, as was our belief that pupil services workers must address themselves to the particular needs of the clientele they serve.

The rural youth still suffers from isolation. He observes limited patterns of living and therefore has a restricted view of the world. In truth, the rural youth in Massachusetts is as "culturally disadvantaged" as those to whom that label is usually ascribed. Because there is little movement in and out of the community, there is a deceptive atmosphere of general agreement concerning values. His low exposure to cosmopolitanism and diversity leaves him lacking in intergroup and international understanding, so that he becomes less tolerant of diverse philosophies and behavior and more fearful of change and the unknown.

The youngster in a rural area may experience some difficulty in extracting himself as an individual from his family and other reference

groups such as church and ethnic group. The lack of opportunities for him to experience anonymity reduces openness of expression and limits experimentation with feelings and behaviors. His expectations of himself and his potential may be low, while at the same time his expectation of substantial upward mobility is limited by his isolation from knowledge of a variety of jobs and opportunities for continued education. When an individual deviates from the norm in his abilities or interests, the isolated community lacks facilities to assist him and often looks upon him with suspicion. Also, until recently the rural community has typically lacked facilities to deal with children who have emotional and behavioral problems, a condition that has been accentuated by a distrust of new programs such as mental health services. Furthermore, the rural community is self-perpetuating and nearly impervious to rapid change. The teachers in its schools generally have come from similar locales or are, in fact, local youth who have returned after graduation from a nearby, commuter-oriented teacher preparatory college. Its young people who do become exposed to diversity and a greater range of opportunities through higher education, military service, or residence in other areas frequently do not return.

In the rural society pupil services has the special function of encouraging individuality and of broadening the student's view of what is possible for him.

The urban child faces a different set of circumstances. The central city is filled with transient families. Although their high mobility may not take them many miles, they change residences frequently. Their children may attend many schools. In one city visited by the study staff a teacher may begin a year with a group of thirty students and watch one

student after another leave and be replaced until he ends the year with a totally different group of children. The city child typically has a diminished motivation for achievement and does not see the school as a route to upward mobility. He has difficulty dealing with those in authority; his frequently absent, working parents provide little authority structure, and he becomes a discipline problem in school. He is exposed to sex and drugs at an early age and is left with little protection from the negative aspects of his immediate environment and with little exposure to the more positive elements of our society. Consequently, he often leaves school at an early age.

Race relations are a national problem; rural and suburban areas are typically isolated not only from contact with other races but also from contact with people of various income levels. In the inner city, however, people with varied values, insecure economically and threatened by society's low opinion of their worth, live side by side. Since there is no way in the city to get away from other people or their noise or their ideas, good human relations are vital. Whereas families often move from place to place in the city, the moves are not accompanied by increased family solidarity, by rising expectations, or by the feeling of having made progress; the actual effect is increased confusion and disorganization. Thus low expectation for one's self, low achievement motivation, the absence of parents, insufficient financial resources, lack of hope--all are problems for the urban child.

In the urban district pupil services is in the business of raising the aspiration levels of students and of convincing parents that their children have talents which are worth developing. It sometimes must protect a student from being exploited by being sent to work too early



or by having to stay home to take care of younger children. Here the task of education and the special task of pupil services is to involve the family in assisting their child and to help the child see that what goes on in school is important to his family and to his future. Pupil services needs to help the student protect himself from his hostile environment by assisting him in handling both the problems of dealing with authority as represented by the schools and the police and his unavoidable exposure to the negative side of life, commercial sex, sexual offenses of all forms, drugs, crime. Where practices in schools are at variance with good human relations and with a climate conducive to learning, pupil services must take the lead in helping create the American dream of equal opportunity for learning.

Although work in race relations, in raising achievement motivation, and in communicating with the community is critical for urban areas, we have found very few black or other minority group members on pupil services teams. We are not suggesting that black students (for example) should have black counselors--only that both black and white students should have exposure to both black and white counselors. If an occupational group contains no members of your race, chances are that you will not aspire to that occupation nor perhaps be significantly influenced by it.

The suburbs present their own problems. In suburbia pupil services often must help students and parents accept the limitations imposed by abilities; typically it doesn't have to raise the level of pupil educational-vocational aspiration. The suburban youth performs in a climate that stresses educational competition with classmates and even with brothers and sisters. Competitiveness also frequently exists between families and even between parents within the same family. The student's self-evaluation is very

closely related to his academic achievement, since he lives in a subculture which constantly rates everyone and even every activity. Often both parents work or are involved in community activities that require frequent absence from the home. Although careers are so important to suburbanites and career opportunities are varied, many of the alternatives are not brought within the range of possibility for one reason or another, and the pressure to aspire to a high-status vocational goal is intense. Just as intense are the pressures to go to college--especially to a prestige college. The tendency of the suburban-type subculture to foster the "market economy personality" exacts its toll from the student through such manifestations as the dating/popularity emphasis. In this context it is important for pupil services to become the defender of the child's right to be an individual, to stand against some of the social pressures which make the child feel that he is only a score on an IQ or achievement test.

Admittedly, these capsule comparisons of community characteristics are generalizations. Diversity exists in each setting. Yet the accuracy behind these stereotypes is striking to anyone making an initial visit to a community. It would appear self-evident that the objectives of pupil services should reflect the nature of a community and should vary from setting to setting; but in fact during our visits we found more uniformity than diversity. Roles seem to reflect disciplines and professional training rather than student needs; occasionally they reflect accommodation to a community pressure, as when suburban counselors focus on college-admissions counseling when in actuality they should be stressing the moderation of the college emphasis. Yet we also found some pupil services which were effectively serving to counteract the negative influences that certain situations have on students. In such cases pupil services goals were clear:

the protection of individuality and identity from the negative influences of a structure or setting by modifying or counteracting the structure or setting--not by "adjusting" the child.

Despite the fact that there are equally compelling, even though different, pupil services needs in rural, urban, and suburban settings, pupil services programs in Massachusetts, as in some other parts of the country, did not develop evenly in all areas; rather they began in cities like Boston, New York, and Philadelphia and have become better developed in the more affluent suburban areas to which former city dwellers have moved. A recent nationwide IRCOPPS study of 107 school systems found that there was a positive correlation between district wealth behind each child and the amount spent per district for each of the services. This correlation was highest for psychological services (.39) and guidance (.39) and lowest for attendance (.07). It appears that districts with poorer educational programs have to spend proportionately more of their money just to make sure that their children attend school. The larger districts were found to have more social workers but fewer of each of the other services; for example, the correlation between district size and psychologists was -.40, health services -.34, and guidance -.24. Very small districts, however, do not fit into this pattern, since they are too small to have most of the pupil services unless they have worked out some arrangement with other small districts or with an intermediate district.

As the uneven development of pupil services in Massachusetts and the resulting inequities in help available to her youth are very evident, so also are a number of the reasons for their existence. Two major influential factors have been the tradition of localism and the inequality in financing.

### Localism and Small School Districts

Most small communities in Massachusetts have long and unique histories, and residents have not only jealously guarded their traditions and independence, but have also wanted to keep their communities at a size where town meetings could deal with all civic affairs. When asked to consolidate school districts in the interests of economy and excellence, they have frequently responded negatively.

In 1945 there were about 100,000 school districts in the United States; by 1968 this number had decreased to 21,890. During these years the number of school districts in New York decreased from 5,112 to 849; in Ohio, from 1,622 to 691; in Pennsylvania, from 2,543 to 597. Massachusetts and five other states not only did not follow this pattern until recently, but the number of school districts in Massachusetts actually increased during that 23-year period.

The result of the high degree of local autonomy in Massachusetts has been that many school systems are too small to provide a comprehensive educational program at reasonable cost. To achieve quality of education in small school districts, it is sometimes necessary to spend more money per child; but as compared with the efforts of governmental units in other states, local governments in Massachusetts have been reluctant to pay the extra price. This combination of poor public support and small school districts can mean substandard educational opportunity for a majority of the state's children.

In 1968 the Division of Research and Development of the State Department of Education released a report which illustrates some of these problems of inequality between regional and small districts. The study compared regional high schools including grades 9 to 12 with small high schools

having the same grades and with other high schools which had per-pupil costs comparable to those in the regional schools. Among other findings, such as the fact that a much broader program is available and the academic status of teachers is higher in regional schools, were indications that the services of librarians and guidance counselors are more often available in regional schools.

"Guidance counselors are less likely to be available to students in small high schools than in regional high schools or selected non-regional high schools. In small schools which have full- or part-time counselors the average ratio of students to counselor is 340:1. However, only forty-four percent of the small high schools employ full-time counselors. Nine percent report only part-time counselors and the remaining forty-seven percent report no counselors.

The ratio of students to counselor in regional high schools is 346:1. Although the ratio differs by only a few students from the small high schools, full-time counseling services are available to all students in all Massachusetts regional high schools."

Although the only comparison identified here has been that of guidance counselors, our impression is that a similar discrepancy exists for the other pupil services groups. In fact, many small districts have no psychological, social work, or speech and hearing services; thus, although existing evidence shows a lower per-pupil cost in small school districts than it does in regional units, services available to students are also considerably fewer or may even be nonexistent.

On November 28, 1967, the Board of Education for the Commonwealth set up guidelines for school district organization which mandated school districts of at least 2,000 pupils. The plan to implement these guidelines must be submitted by December 31, 1969. Since today almost half of the state's districts do not meet this standard, implementation of these guidelines is needed to move toward quality education in many areas.



### State Expenditures for Public Education

As compared with the efforts of governmental units in other states, the Massachusetts State Government has been unwilling to pay for quality education and has not served as an effective equalizing force in its distribution of state funds. In per capita income, Massachusetts ranks ninth in the nation.\* She has a relatively high parochial school population, although not as high as states such as Illinois and Pennsylvania or the neighboring states of New York, Rhode Island, and New Hampshire: 20% of her school age children are enrolled in private and parochial schools. Only five states have more personal income per child of school age than Massachusetts; only two have a smaller percentage of households with incomes of under \$3,000; only three with incomes under \$5,000. Massachusetts is a rich state.

There are only seven states which have a smaller percentage of their population to educate in either the public or parochial schools, and the Commonwealth has an above-average percentage of population in the 21 to 64 age range. Moreover, the average amount of schooling among adults (11.6 years) is well above average. Nevertheless, because of the generally low priority given education in the state, Massachusetts ranks 20th in per-pupil expenditure for education. It spends 1% less than the national average and 69% less per child than New York State, the leader. In fact, Massachusetts spends the smallest percentage of personal income on public education in the nation. On the other hand, despite this state's high average income level and small number of poor families, only four states

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\*The figures for expenditures for education in this section are taken from Ranking of the States, 1969, published by the Research Division of the National Education Association.



spend more per capita for public welfare; none spends more per capita for fire protection; and Massachusetts ranks eighth in expenditures for police.

The low level of state funding of education and the basis on which those funds are distributed have much to do with the gross inequalities in educational opportunity within the Commonwealth. For example, Brookline spends \$982 per pupil; Hull, \$390. Three-fourths (76%) of the state and local revenue for public schools comes from the town rather than the state; furthermore, among the ten richest states the contribution of state government to the education of each child averaged \$2.10 to every \$1 spent for the same purpose in Massachusetts. No state government among the twenty wealthiest states contributed so small a proportion to education. It must be added that the legislature does give direct grants to town governments, and much of this money does ultimately end up in the school budget because the school budget is part of the town budget. But, unfortunately, this money is allotted to towns not on the basis of the number of students educated or on the basis of financial need or effort but rather on the basis of assessed valuation of property in the town. Therefore the wealthy communities in Massachusetts are not being asked to assist their less wealthy neighbors significantly, a fact which results in great disparities in educational opportunity. This is contrary to the general practice in most states; typically state aid is used to equalize educational opportunity. Also, the fact that state government does not provide a significant portion of the school budget reduces the effect that the State Department of Education might have upon standards in the state. Without the power of the purse string the SDE can have little impact on local educational programs, and the public schools seem to lack the political muscle that is necessary to

push the state toward providing quality education for the majority of its children.

Since wealth is not spread evenly throughout the state, the small local school systems which must look to the town government for their funds find that, politically, other needs come first. Pupil services are probably affected more by this rather bleak picture than are other aspects of education, because pupil services came to education relatively recently and because it is not in the business of providing the basic foundation for education--a classroom for every child and a teacher for every classroom. Pupil services has been set up to make a basic educational program more effective, to improve the quality of education; therefore, good pupil services programs are typically found only in communities which provide relatively adequate instructional programs. Placing this in a national context, we found that the average expenditure for pupil services is more than three times greater in New England and the Mid-Atlantic States than in the poorer South-Central States, a disparity considerably greater than the disparity in amounts spent for instructional services.

In brief, because the State Government and the governments of a majority of the towns, despite educational systems which are uneconomically small, have assigned a low priority to public education from kindergarten through college, the result has been inferior education in a majority of Massachusetts schools. Therefore we find substandard educational opportunities, particularly for children from the poorer cities and towns. The children most affected are those with educational handicaps, a group heavily dependent on pupil services to make their education personally relevant. As a consequence Massachusetts will have more than its share of undereducated

and underemployed adults in the years ahead. Economically the State is banking more heavily upon police protection and welfare than upon education to solve the problems of urban society.

#### Program Uniformity and the Problem of Role Definitions

Another factor contributing to the uneven development of pupil services has been the absence of the statewide leadership necessary to encourage creative experimentation and the consequent haphazard copying of programs from one district to another. No mechanism exists in Massachusetts whereby the "lighthouse" school districts in suburban Boston, known throughout the nation for their excellent educational programs, are encouraged to give leadership to, and therefore have an impact upon, the rest of the state. Consequently, the state is not using its most competent, innovative districts to assist the more disadvantaged districts. In remarking upon the rather subtle and uncreative imitation of these programs that we observed across the state, we are concerned not so much with the desire of school personnel to adopt effective practices as with their search for definitive role descriptions and the elusive "model" program.

In the course of conferences and interviews, the study team was frequently advised to render in its report an ultimate definition of terms and description of roles. We recognize the desirability of a degree of internal consistency within a profession but are more concerned with the dangers inherent in premature closure. We believe a primary problem for pupil services in Massachusetts may be the existing trend toward conformity in program development.

Some pupil services programs in Massachusetts have succumbed to the phenomenon which Edwin Bridges of the University of Chicago has called the "Xerox syndrome in educational change." Some of this tendency toward

conforming programs is a result of the recent influx of federal funds. Since impoverishment has been replaced by a new pressure to spend, new pupil services programs have emerged; unfortunately, they frequently manifest a design that shows little discrimination between true innovation and imitative innovation (or copying). With the pressure for program development, some communities have added marginally qualified personnel to existing staffs, making little or no distinction between the tasks of lesser or differently qualified personnel. Other communities have initiated "Title III" (E.S.E.A.) pupil services programs with administrative structures parallel to the existing program. Program administrators have combed the country for promising ideas and have copied attractive (but unproven) projects. Pupil services workers are now learning the same lessons that urban redevelopment specialists and "War on Poverty" workers have learned: What good is money in an absence of trained personnel and a void of viable ideas?

Pupil services must abandon its "Xerox copying" trend and its contentment with existing, unproven programs and move towards evaluation of program effectiveness and development of truly creative innovations, i.e., new unproven programs. Several major attitudinal obstacles remain in the way. First, most pupil services workers accept the basic existing school structure as a "given." Having accepted the basic structure, their task then is to help children adjust to and best utilize that structure. The study staff discovered very few workers who were generally inclined toward ideas of radical reform, nor did it uncover many who were specifically intent on drastically modifying the existing structure. Seldom did we hear IQ testing, tracking, or scheduling (to cite a few examples) seriously questioned.

In providing service, pupil services workers have tended to limit themselves to one model. Increased expenditures and further development of services then take place within a static framework of assumptions and values; consequently there has been a proliferation of similar programs that reflect very little of the environment in which they exist. Ralph Waldo Emerson once stated in an essay on self-reliance, "A foolish consistency is the hobgoblin of little minds." Consistency or conformity in the development of a profession may result in premature closure. Instead of progressive fulfillment, there emerges a collective "closed mind." In its consultations, the study staff found few persons who were openly critical of pupil services practices; in fact, the general attitude seems to be "What is...is okay"--regardless of whether or not "What is" is accomplishing what it should. Consequently, some pupil services workers seem threatened and become defensive when efforts are made to evaluate their program effectiveness. The very group that holds the greatest promise for effecting institutional change apparently continues to be concerned primarily with helping the child develop within a structure rather than concerning itself with the relative merits of the structure itself.

Such a stance can be illustrated by counselors' reactions to the college admissions process. Great effort is expended to cooperate with "the system," while little is said or written to call into question the college entrance examination procedure, recommendation writing, recruiter visitations, and the like. The general stance is one of accommodation, facilitation, and lubrication of the process. Seldom is anything heard about the possible negative effects of these processes on the student who must experience them.



Traditionalism is, of course, nothing new and is a problem common to most professions. In 1597, in the essay On Innovations, Francis Bacon wrote:

"It is true, that what is settled by custom, though it be not good, at least it is fit. And those things which have long gone together are as it were confederate within themselves; whereas new things piece not so well; but though they help by their utility, yet they trouble by their inconformity. Besides, they are like strangers, more admired and less favored."

Complex "professional" ideologies and techniques frequently develop around traditional institutional processes, giving them an illusion of importance and meaning; examples of such procedural elaborations in the schools are attendance record-keeping and mark-reporting. The desirability of having every child attend school regularly cannot be denied, yet the "system" moves beyond the right of school attendance to the keeping of complex registers which note various forms of absence or partial attendance. We seriously question the current expenditure of time and effort on such record-keeping. In making this suggestion, we anticipate cries of alarm as the system arises to defend its procedure; nevertheless, we suggest that the technological potential exists for pupil information and monitoring systems that will far surpass attendance accounting in their protection of student rights.

De Tocqueville, in Democracy in America, spoke of this tendency toward the traditional:

"I am tempted to believe that what we call necessary institutions are often no more than institutions to which we have grown accustomed. In matters of social constitution, the field of possibilities is much more extensive than men living in their various societies are ready to imagine."

We have no quarrel with traditions or practices that have demonstrable effectiveness. Our quarrel is with the tendency to defend or imitate



as-yet-unproven programs. Thus, we hope that school districts in Massachusetts will not look to this report for definitive program prescriptions but will instead evolve a variety of program approaches and means of staff utilization.\*

#### School Structure and Individuality: The Tracking System

Our concern that many pupil services workers in Massachusetts seem more aligned with maintaining the present school structure than with enhancing student individuality is not without foundation. It would appear that a variety of conditions in schools which contribute to the production of emotional problems are largely ignored, the assumption being that misbehavior or underachievement results almost entirely from the child's lack of motivation or some defect that lies deep within his personality. The answer to these defects is commonly seen as being either individualized approaches to tracking, or counseling which should be directed at the student; thus we label a child, we exclude the deviant, or we refer him to an overworked youth-serving agency in the community. No one wants to take responsibility for the student who is troubled or in

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\*Districts desiring information regarding current role definitions for pupil services workers beyond that which is contained in this report are encouraged to investigate the following:

- (1) Louise O. Eckerson and Hyrum M. Smith, Scope of Pupil Personnel Services, Washington, D. C.: U. S. Government Printing Office, 1966.
- (2) Dean L. Hummel and S. J. Bonham, Jr., Pupil Personnel Services in Schools: Organization and Coordination, Chicago: Rand McNally and Company, 1968.
- (3) Glenn A. Saltzman and Herman J. Peters, Pupil Personnel Services: Selected Readings, F. E. Peacock Publishers, Inc., 1967.
- (4) Vincent F. Calia and Bartholomew D. Wall, Pupil Personnel Administration: New Perspectives and Foundations, Springfield, Illinois: Charles C. Thomas, 1968.

trouble, and very little attention is being given to modifications in the school which would help such students perform successfully. The problem is compounded by a lack of communication between the school and the community it serves. Such communication would shed some light on the problems that the students, and hence the school, face.

Schools need people of different backgrounds and viewpoints who, although they are in sympathy with the aims of the school, are constructively critical and who will join in a joint search for answers. More attention must be given to deleterious school conditions which rob children of their individuality. We must seek opportunities to stress individuality rather than adopt a mass production assembly line view of students. Our educational programs must become more sensitive to the pressures on students at school, in the home, and in the larger society; where the school is not dealing with relevant issues, pupil services should raise those issues. Pupil services should be the student advocacy voice in the adult community. A prime example of a structural procedure which may negatively affect students in Massachusetts schools and about which we have heard almost no discussion among pupil services workers is the tracking system.

Massachusetts schools, especially at the secondary level, generally engage in a process of subtle homogeneous grouping of students by ability commonly called "tracking." The offering of alternative curricula, such as college preparatory, business, vocational-technical, and the like, was originally established in recognition of the fact that students would have a variety of career patterns. Yet this procedure for increasing alternatives has evolved into a form of ability grouping that is designed to prevent excessive failure and to increase teaching efficiency by assigning students to curriculum levels according to ability and performance. Lower

standards are set for slower students, and thus theoretically everyone can succeed.

Tracking leads to a number of unintended problems which educators in the state must recognize. Ability grouping tends to promote friendships on the basis of ability level and socioeconomic level. A recent British study indicated that mixed-ability friendships are significantly less likely to develop spontaneously in ability-grouped situations; thus tracking results in de facto segregation by social class as well as by ability. Since achievement is demonstrably related to socioeconomic level, the school that practices tracking is helping to perpetuate any social class distinctions present in the community it serves. Heterogeneous groupings, on the other hand, help to break down barriers. Pupil services workers, as well as educators in general, must begin to question whether or not the advantages of tracking are worth the price. More specifically, guidance counselors, who have frequently accepted responsibility for determining track placement of students, must review the value assumptions underlying this procedure.

The "hidden curriculum" of the schools may be a more powerful influence on student development than is the explicit curriculum. Peer interactions, authority relationships, identifications, friendship patterns, value orientations, and the like, may be more permanent residues of formal education than are geography, Latin, or plane geometry. Not only does tracking not fulfill its original intent, but it actually increases the number of students who perceive themselves as failures. Lower track students are typically treated by the schools as failures, and they see themselves as failures. Although hypothetically movement between levels if possible, peer pressures and teacher expectancies make such transfers rare.

In the upper grades some ability grouping on a self-selected basis will occur even in a "nontracked" system, since some of the better achieving students will select the more difficult courses. The key difference here is that student choice is involved--not school assignment. Each student should have a fair chance with each teacher, but students who are branded with a particular track have little chance for an unbiased appraisal.

The study staff was alarmed by the fact that so few of the people interviewed raised tracking as a significant issue. It appears that because pupil services operates within institutions it helps to maintain the traditions of those institutions; nevertheless, we feel that pupil services practitioners are obligated to question such major structural influences. Perhaps a key contributing cause for their reticence on such matters is the fact that pupil services has lacked a unified voice and collective influence within the state.

#### Power and Politics within Pupil Services

Public schools in Massachusetts are supported by local, state, and federal funds. Local systems have widely disparate tax bases and consequently vary greatly in the amount of support they can provide their schools. General aid to public schools from federal sources has been extremely limited. Thus, local cities and towns have depended upon the State to devise a means that would help equalize education. The amount of money the State Government in Massachusetts makes available for support of public schools, and therefore for pupil services, is generally determined politically. It distributes general aid to local school systems on the basis of a formula which is designed to help ensure that all children, regardless of where they live, have access to an education which meets

at least minimum standards. Any modification of this formula, or increase of funds distributed through it, is dependent largely upon political action. Yet school personnel in Massachusetts over the past decade have not been politically active, and pupil services workers especially seem to lack the knowledge and inclination for developing effective political action.

Until recently there has been almost no collective influence available to pupil services workers in Massachusetts. She was one of the last states to develop a state branch of the American Personnel and Guidance Association, and, with the exception of the growing Massachusetts School Counselors Association, the professional associations representing the other disciplines within pupil services have been small and of limited influence. To date, no professional association numbers in its membership all the different subgroups in pupil services, although the newly formed Massachusetts Personnel and Guidance Association has the potential for eventually doing so.

Pupil services, unlike special education, has not attracted to its cause an influential interest group that can supply enthusiastic and invaluable public support. Legislation for pupil services, when introduced, has been on a piecemeal basis and has lacked unified, long-range planning. Few members of the Massachusetts Legislature have been prone to champion pupil services as a cause; furthermore, pupil services workers have typically not been promotion or public relations oriented and have, until recently, not been well represented at legislative hearings regarding relevant bills. Nor do legislators receive much mail from pupil services workers or other proponents of their interests. Consequently the collective voice of pupil services groups is almost never heard on Beacon Hill, and pupil services groups have been left in a position of responding to the



suggestions and activities of other groups, rather than initiating action of their own. As Thomas J. Cullen, the recent executive secretary of the Massachusetts School Counselors Association, stated, "Perhaps we have been too acceptant and nondirective."

Pupil services cannot develop without public support; if it wants to obtain that support, it must engage in activities which arouse public favor and understanding. Stephen K. Bailey and his associates have identified at least four kinds of leadership which are essential to program development: intellectual, private interest group, bureaucratic, and political.

Massachusetts has been fortunate to have substantial intellectual leadership, such as that from university leaders and the Massachusetts Advisory Council on Guidance and Counseling, capable of translating pupil services needs into specific policy proposals, yet this leadership has usually stopped at the point of a position paper or proposal. Seldom have these leaders struggled to carry proposals through the often rocky course of legislative action.

Private interest groups to marshal the cause of pupil services have not developed in Massachusetts. Perhaps the most nearly related group is the Massachusetts Association for Retarded Children which has been quite active in its support of programs for intellectually handicapped children in the state. According to Bailey et al., "...private interest groups perform a variety of functions beyond the support of intellectual leadership. They mobilize consent within their own organizations; they develop linkages with each other in an attempt to build a common political front; they fertilize grass roots; they exploit mass media, and develop mass media of their own; they build fires under lethargic officialdom; they lobby



and cajole legislators and governors; they provide a continuity of energy and concern in the face of temporary defeats and set-backs."

Bureaucratic leadership in the form of strong State Department of Education representation has been unavailable to pupil services. There have been few pupil services supervisors in the SDE, and those have been widely dispersed among different bureaus and have lacked clear representation in the upper echelons of the department hierarchy. Further complications arise from the fact that concern for certain pupil services functions is centered in more than one state department. On occasion, these departments have attempted to generate a concerted effort in planning and implementation, but those efforts have been largely ineffective. The marginally functioning School Health Council, composed of representatives from the Departments of Public Health, Mental Health, and Education, is a prime example.

The final type of leadership--political--has also been absent. In part this absence reflects the missing leadership of the other types, for political leadership usually emerges in response to intellectual, bureaucratic, or interest group action. Bailey et al. effectively summarize the importance of politics in furthering the development of pupil services:

"For those who believe that state governments must share an even larger burden of the cost of public education in the years ahead, the lesson is clear. The road to increased state aid is political. Those who would travel that road successfully must understand the political process in all of its ramifications. They must develop intellectual, private interest group, bureaucratic, and political leadership capable of defining goals and of mobilizing effective power for the realization of those goals.

The future of public education will not be determined by public need alone. It will be determined by those who

can translate public need into public policy--by schoolmen in politics. Since the quality of our society rests in large measure upon the quality of our public education, a widespread recognition that schoolmen must be not only aware of politics, but influential in politics, may be the key to our survival as a free and civilized nation."

#### Interdistrict Communication and Cooperation

Problems such as slow development of professional associations, small district size, and the lack of leadership and staffing for pupil services in the State Department of Education have, in turn, contributed to the slow diffusion of ideas and programs from community to community in Massachusetts. One of the few genuine efforts toward intercommunity cooperation and planning in pupil services program development emerged from the collective efforts of program administrators in the Greater Boston area during the mid-1960's.

The Committee on Pupil Personnel Services (COPPS) was initiated in 1962 by the Harvard Graduate School of Education with the financial support of the School and University Program for Research and Development (SUPRAD). It had originated from the action of several school and university representatives who felt the need for improved communication and cooperative action in research, development of practice, training, and consultation. Originally composed of representatives from Harvard, Concord, Lexington, and Newton, COPPS' membership gradually increased until it also encompassed Cambridge, Boston, and Brookline. COPPS was, in essence, a cooperative structure concerned with a number of specific objectives. First the committee sought to identify and encourage needed research in pupil services programs. It attempted to act as a stimulus and a facilitating agent in the elaboration of the research and development ideas which exist in embryonic form in public school systems and did, in

fact, support several small research projects and encouraged support of several others. Secondly, COPPS sought development of pupil services through increased interschool and school-university consultation; over several years it sponsored conferences which brought together the pupil services staffs of the cooperating school systems. Thirdly, COPPS encouraged improvement in training of pupil services workers through creation of joint appointments between schools and universities, more effective field supervision, mutual understanding of training requirements and relationships, and development of new models for field practicum experiences. The Committee met rather regularly until 1967 when its financial support was terminated.

Because Massachusetts lacks any form of intermediate link between districts and any formalized program leadership at the State level, activities such as COPPS are dependent upon the strength and willingness of individual district leaders and usually suffer from unreliable structure and financing. An organized mechanism which will facilitate transfer of ideas and will enable school systems to work together in program planning and development is badly needed, and it is this same lack of a viable mechanism which has contributed to the slow and unordered development of professional standards and certification requirements for pupil services workers.

#### Pupil Services in the State Department of Education

Leadership and responsibility for coordination of pupil services at the State level in Massachusetts has never been centralized, well-staffed, or sufficiently effective. Guidance supervisors have been located in the Bureau of Elementary and Secondary Education under the Division of Curriculum and Instruction in the Department of Education. Counselors in technical-

vocational schools across the state are under the jurisdiction of supervisors in the Bureau of Vocational Education which is also in the Division of Curriculum and Instruction. Supervision for school psychological services and speech and hearing services resides in the Bureau of Special Education under the Division of Curriculum and Instruction. Responsibility for the school adjustment counseling program rests with the autonomous Division of Youth Service, while school nurses are supervised by the Department of Public Health. Many local school districts have unfortunately responded to this uncoordinated condition at the State level by failing to unify and coordinate pupil services at the local level.

Placing this situation within a national context, we note that only 22 of the 50 states have not organized the responsibility for pupil services at the state level. With the exception of Massachusetts and Texas, these were typically the smaller and poorer states. Orvil Ray Warner, in a 1968 Ph.D. dissertation entitled "The Supervision and Administration of Pupil Personnel Services by State Departments of Education," notes that these 22 states averaged only 3.4 professional and 2 clerical persons per state department, while the 28 state departments which had organized programs for supervising two or more of the pupil services specialties averaged 11.4 professional and 8 clerical persons. In 60% of the state departments of education across the United States, pupil services falls under instruction in the organization chart--most typically in the smaller states. In 48% of the state departments there was only one administrative level between the director of the pupil services unit and the chief state school officer.

It is to the credit of present and former state supervisors in Massachusetts that with the limited staff and budget they have had to work

with they have been able to accomplish any program development at all. Certainly few local school personnel who were contacted in the course of this study indicated that the State Department had had a significant influence on their program; yet, rather than manifesting any hostility or discontentment with State-level personnel, local practitioners were generally sympathetic towards them and urged for unification of services at the State level, with corresponding improvements in staffing and financial support.

A persistent and widely held notion exists to the effect that the functioning of the state departments is limited to the execution of policy developed by the legislature. Nothing could be further from the truth. State departments of education often play a creative or catalytic role in policy development and in identification of appropriate political strategies. The Massachusetts State Department of Education, because it has never organized pupil services into a single unit, has to date not presented pupil services to the legislature or to the public as a function deserving of greater support. This lack of a unified voice at the State level has been one of the biggest contributors to the regrettable condition of pupil services in Massachusetts.

#### Dispersion of State Services: Mental Retardation

Faced with the wide dispersal of responsibility on the State level and the consequent maze of state agencies all providing specialized services that focus on the same problem, the average pupil services worker is apt to become frustrated into at least partial inactivity. Moreover, even when a worker is motivated to negotiate the confusing paths and dead ends of that maze, his effectiveness is limited by his own awareness of possibilities and, especially if he works west of the Worcester area, by



the inaccessibility of entrance into the maze of agencies. But whatever the reason, in all such cases it is the child that suffers.

A graphic illustration of this problem is the situation that faces a typical pupil services worker in a Massachusetts public school when he wishes to bring all possible assistance to bear on the case of a mentally retarded child. His first concern would be identification or diagnosis of the level of retardation. This process would involve having the child tested by a school psychologist or psychometrist and having others acquainted with the child's problem, such as the parents, teachers, school nurse, and counselor, file reports of their perception of the case. In most instances this step can be completed within the local school system; however, when it comes to evaluating the case and finding the best solution, or to educating the child, or to following up the solution with long-range considerations such as rehabilitation, employment, and assistance to the child's family, the conscientious pupil services worker may find himself forced to deal with as many as twelve different state agencies.

Responsibility for the education of the child lies in the Bureau of Special Education which is in the State Department of Education. Its services consist mainly of an annual examination and evaluation of each special class for the retarded in the state and assistance to local personnel in structuring work-study programs for older mentally retarded children. The Division of Retardation in the Department of Mental Health handles the operation of live-in state schools, clinics at state hospitals, community clinical nurseries, day care, home teaching, rehabilitation, and job placement. Responsibility for job placement of the retarded also lies in the Division of Employment Security and the Bureau of Special Education, while the Department of Natural Resources also supplies assistance



in vocational training, plus recreational facilities for the mentally retarded. Anything related to the physical health of the child is the concern of the Department of Public Health, and if the child is blind, it is also the concern of the Massachusetts Commission for the Blind. If the child or his family need help with legal problems, the Department of Public Safety provides state police services; if the child violates the law, he will come under the jurisdiction of the Division of Youth Services; if he commits a crime, he may be consigned to an institution such as Bridgewater which is maintained by the Department of Corrections. A mentally retarded child whose family is on welfare can also receive assistance from the Department of Public Welfare, and if the family qualifies for participation in one of the poverty programs, he may become the concern of the Department of Community Affairs which was created in 1968 to act as a liaison between state-local and federal poverty programs.

If this description of the maze of state agencies which share the responsibility for providing services to mentally retarded children is confusing to read, it is not difficult to imagine the obstacles that the local pupil services worker must overcome in order to obtain those services for a child. The necessary services do exist, and individually they are, on the whole, adequate, but their organization (disorganization might be more accurate) is such that the difficulties in obtaining them outweigh the advantages in their existence.

There has been in the past year, however, indication of change in this untenable situation. A Bureau of Retardation with a full-time staff has been established under the Executive Office which has responsibility for the present State Reorganization Plan. The function of this new Bureau is to coordinate the activities of all twelve agencies and to act as an

interdepartmental unifying agent; to this end, an interdepartmental committee with representatives from each of the twelve areas was created and has been meeting frequently in an effort to establish more efficient and effective communication. It has published a booklet describing medical benefits for the retarded in Massachusetts which will be made available to all guidance personnel. Since the same state of disorganization remains in the other areas of pupil services on the State level, it can be hoped that this movement toward coordination and communication in services for the mentally retarded is generally prophetic.

### Conclusion

This discussion of some of the major problems that exist in pupil services today has been presented with several objectives in mind. First, we wanted to make it unavoidably clear that problems do exist and that action for correcting those problems is needed now. Second, we wanted to set the stage for our recommendations which appear in Chapter V in order that the reader may better understand the need for and reasoning behind each recommendation. Third, we wanted to point out the complexity of the total problem so that it would be apparent why there is no single, simple solution.

We began with the youth of Massachusetts because it is for them that pupil services was established and it is for them that pupil services must be improved. We then isolated some of the factors that have served to initiate and perpetuate problems--factors that range from blind adherence to tradition to unordered structure on the State level to lack of political power and acumen; in so doing, we hope to leave the impression that, if approached in workable units and with concerted understanding and determination, the problems, complex as they are, are not insurmountable. And

they must be surmounted, for as long as pupil services remains bogged down in its own problems, it will not have sufficient strength to deal effectively with the problems of youth that it was created to solve.

## CHAPTER IV

### CURRENT STATUS OF PUPIL SERVICES

#### The Study Methods

Practitioners, having spent many hours each year completing questionnaires, the results of which they often do not see, have admonished us throughout the year to avoid repetitious data collection. Guidance counselors, the largest group of pupil services workers, if not the most controversial, seem to be the most heavily polled, and fairly extensive and comprehensive data exists on this group. Thus we have attempted not to duplicate work already done or currently underway, such as the surveys of guidance counselors and programs being completed by the New England Educational Assessment Project.

In the conduct of this study of guidance and pupil services in Massachusetts, three major approaches were employed. First, individual interviews were held with a wide cross section of practitioners and administrators. Second, questionnaire surveys of two types were distributed to investigate organizational/supervisory relationships and practitioner background and functions. Third, a number of regional conferences for practitioners and other interested persons were held around the state.

Many individuals and small groups across the state met with the study staff to discuss issues confronting pupil services and to share varying opinions on further development of programs. The Appendix includes a list of these persons and groups.

A random sample of school districts, stratified on the basis of (1) size of pupil enrollment and (2) per-pupil expenditure, was selected for investigation. We wanted to examine pupil services programs in large, average, and small communities with high, average, and low per-pupil expenditures. The Appendix lists the 28 schools which were involved in the study. The superintendent of schools in each district was asked to cooperate with the study staff by designating a liaison person and permitting his pupil services staff to complete the questionnaires. A questionnaire oriented toward investigating organizational and supervisory relationships was sent to all pupil services workers in 26 of the sample districts, to a total of 493 people. The return was over 70%. A second questionnaire specifically oriented to counselor background and function, on which the return was over 75%, was sent to a 25% random sampling of counselors in Massachusetts. Both are included in the Appendix. All of the sample districts were visited at least once by project staff members, and six districts were selected for more intensive visits and interviewing of teachers, administrators, and students as well as pupil services staff.

No attempts were made to evaluate either the performance or effectiveness of individual staff members or the relative effectiveness of district programs. Instead, the study sought to understand the purposes of the services in each setting and the program organized to fulfill these purposes. Particular emphasis was placed on understanding the most effective means of utilizing the various pupil services specialists involved.

Four regional conferences were held in eastern, western, southern, and northern Massachusetts. Each conference assembled from 65 to 120 persons representing the various pupil services groups, school committee members, principals, superintendents, representatives from state agencies and professional



associations, and other interested persons from the area school districts. The conference format typically included an opening presentation of the study, a panel-audience discussion, and small-group discussions. These meetings were well-attended and well-received by participants.

The study also relied on the suggestions made by an advisory committee which met several times during the year. Further advice was obtained from representatives of pupil services training programs in the state at a conference convened at Clark University.

The study staff corresponded with persons in over fifty of the most active and progressive cities and states to determine what pupil services investigations or developments were underway or had recently taken place in their areas. We also relied on consultants who reacted to proposed recommendations during the course of the study.

Representatives of the various state departments and professional associations were particularly helpful in supplying statistical and historical data, as well as mailing lists, previously completed surveys, relevant legislation, and the like.

Finally, the proposed recommendations were sent in tentative form to over 2,500 pupil services workers, all school superintendents and school committee chairmen, and other interested persons in Massachusetts for their reaction and comments. The revised recommendations reflect many of the comments returned to us by these people.

#### Personnel in Pupil Services

It has been difficult to obtain accurate information on the number of workers employed in each area of pupil services because some work part time or work for more than one school system, some work for other agencies such as health departments and serve schools part time, and still others, such

as attendance workers, have no one to report to in the State Department of Education and therefore accurate information is not collected on a statewide basis.

Although law requires that each of the 389 school districts employ a supervisor of attendance, no State office has the responsibility for accounting for this group. Many supervisors of attendance spend only a fraction of their work time on this job. Our estimate, that on a full-time equivalent basis there are 75 supervisors, may be off by as many as 25.

It is also difficult to count school psychologists because there is no way of distinguishing part-time from full-time personnel on the state's list of 125 psychologists and psychometrists; the best estimate is 125 full-time equivalents, since some psychologists serving schools may not be on the state list.

About half of the school-related nurses in the state are employed by Boards of Health, about half by the schools. The estimate of the Department of Public Health is 579 full-time and 89 part-time employed by school committees and 475 full-time, or nearly so, and 33 part-time employed by Boards of Health: roughly 1,000 full-time equivalents or slightly more.

There is a State-level supervisor and/or an active professional organization in some of the other areas of pupil services, so the figures are more accurate for counselors, adjustment counselors, and speech and hearing therapists. School adjustment counselors number 188 and serve 108 communities; they all work full time, most at the elementary level. Speech and hearing therapists number 325 and serve 210 communities. Almost all work full time, and the vast majority of their time is spent in elementary schools. According to the Massachusetts School Counselors Association, there are about 1,360 school counselors serving Massachusetts schools.

Thus, public schools in Massachusetts are served by slightly over 3,000 full-time equivalent pupil services workers (including nurses employed by Boards of Health), of whom 33% are nurses and almost 40% are secondary school counselors. As compared with the nationwide picture provided by O. Ray Warner of the U. S. Office of Education, Massachusetts has a greater percentage of its staff in these two areas and has a smaller percentage of its staff in the areas of psychology and social work. There seem to be only about 40 persons with social work degrees employed in the state, and many of the psychologists have training which is very comparable to that of the counselors. Dental hygienists (of whom New York has more than 1,000) number less than 10; psychiatrists are similarly almost nonexistent except in the more affluent suburbs of Boston.

Since there are about 1,112,000 pupils in the public schools of the state, the worker-pupil ratio is 1:455 for workers employed by schools, or 1:370 if nurses employed by Boards of Health are included. These ratios are about 3 or 4 times greater than the ratio (1:125) recommended by the National Association of Pupil Personnel Administrators. In fact, the total ratio for all pupil services in Massachusetts is less than is mandated in some states for secondary guidance alone.

In attempting to determine the background, training, and other characteristics of pupil services workers in Massachusetts, we have relied heavily on work done under other auspices. Statistical data has recently been gathered on all educational personnel, including pupil services workers, by the New England Educational Assessment Project. The NEEAP in January 1969 issued a research report entitled, "Summary Report of the New England Survey of Junior and Senior High School Guidance Counselors and Programs," and is currently preparing reports on a New England survey of students', teachers', and administrators' awareness of guidance.

The New England Educational Assessment Project was established under Section 505, Title V, of the Elementary and Secondary Education Act of 1965

"...to strengthen the State Departments of Education of the region by conducting coordinated projects in the areas of educational evaluation, assessment, data collection, and dissemination, and instructional institutes, which, in turn, will provide decision-making resources focused upon current state and regionally identified educational problems."

A survey of all school personnel employed in New England was conducted during 1966-67. Data collected on Massachusetts pupil services personnel from this study was made available to us by the Research Division of the State Department of Education. While useful, there are limitations in the value of the data. It is apparent that many pupil services workers did not respond, and no analysis has been done to determine how representative the final respondent group is. Also, no category for school adjustment counselors existed, so these workers either selected counselor or social work categories. The project funding ended in June of 1969, so there is little likelihood that further analysis of this raw data will take place, particularly if no spokesman for pupil services exists to point out the need for such work.

Other recently completed studies have extended our understanding of guidance practice in the state. Leonard Farrey of Worcester State College in late 1968 compiled data on the organization of guidance programs throughout the state. David Armor of Harvard University has similarly assembled extensive interview and questionnaire data on a sample of 100 counselors in the metropolitan Boston area in his recently published book, The American School Counselor.

According to the NEEAP data, the average age of pupil services workers in the state is roughly 42 years, with 80% falling within the range of 27 to 55 years. Speech therapists typically are very young, with a median age of 27. Nurses tend to be either in their 20's or 50's, before or after

child-rearing years. Attendance supervisors tend to be older, with a mean age of 50 years and a median of 47.

Relative to level of education, counselors, psychologists, psychometrists, and social workers-adjustment counselors typically have education beyond a master's degree; nurses typically have a R.N. degree, but a number have more training. Speech personnel almost always have a B.S. degree, and many have a master's; only about one-quarter of the attendance supervisors have a B.S. degree, the mean and median being three years of college, and the bottom decile being only a high school education. This group has the greatest variation in their educational background, and of the other groups, only nurses have much variation.

Relative to undergraduate education, 63% of the pupil services workers were trained in Massachusetts. This includes 71% of the counselors, 71% of the psychological personnel, 58% of the social workers, 54% of speech personnel, 44% of nurses, and 14% of attendance supervisors (probably low because many never attended college). Of those, 22.3% were trained in state colleges, 10.6% in state universities, 5.8% in other public institutions, and 61.3% in nonpublic colleges.

Salaries seem to be pretty well in line with education and experience. Attendance supervisors have higher pay than their education would indicate, even though on the average they are older than other groups. Nurses are well paid in relation to speech personnel, who are considerably younger and less experienced, but they are less well paid than attendance personnel. The psychological personnel are somewhat higher paid than the social workers, but the difference is not great and probably relates both to more experience on the part of psychologists and a larger percentage of men in the profession.

Persons interested in more specific data should consult the studies referred to earlier. Miss D. Geraldine Guertin of Clark University is also



compiling extensive analyses of counselor background and functions, a report of which will be available later in 1969.

### Expenditures for Pupil Services in Massachusetts

Expenditures for pupil services are not compiled by the State Department of Education, and therefore our estimates are subject to a considerable error factor. Since almost all money spent for pupil services is spent for salaries, and we have reasonably accurate figures for the number of workers, it is possible to calculate the total statewide expenditure for salaries for each service. The mean salary figures are those obtained in the NEEAP survey of all school personnel in the state.

#### Approximate Salary Expenditures for Pupil Services in Massachusetts from School Committee Budgets

<u>Title of Worker</u>	<u>Full-time Equivalent Personnel</u>	<u>Mean Salary</u>	<u>Total Expenditure in Millions</u>
Adjustment counselors	188	\$ 9,025	\$ 1.70
Nurses	624	7,006	4.37
Supervisors of attendance	75	8,924	.67
Speech and hearing therapists	325	7,427	2.41
Guidance counselors	1,360	9,171	12.47
Psychologists/psychometrists	<u>125</u>	10,794	<u>1.35</u>
	2,442		\$22.97

In addition, the Department of Public Health personnel working in schools are paid more than \$2 million a year, and a smaller amount is spent for school services by the Department of Mental Health. Secretarial staff and materials would add perhaps an additional \$1 million or more.

### Questionnaire Responses

A questionnaire designed to determine the educational background, job perception, and professional relationships of pupil services workers was

sent to all workers in our sample communities. This section presents a brief analysis of the more significant response areas.

#### A. EDUCATIONAL BACKGROUND

The information concerning the educational background of pupil services personnel clearly reflects the state certification requirements for each discipline: where a certain level of education is required, the personnel generally have it; where specific education is not part of the requirements set by the state, they do not. Because of these differences in requirements for the various disciplines, it is difficult to compare all pupil services personnel with respect to educational level. However, it does appear that the educational background expected for each discipline determines its relative status in the total pupil services picture.

It should be remembered that the nature of the educational training received by the nurses and the speech and hearing therapist tends to be more technical from the start, so that adequate preparation in their fields may require less time than might be required for a school psychologist or an adjustment counselor.

At least 90% of all the guidance counselors, school psychologists, and school adjustment counselors in our sample have a master's degree, while over 50% in each case have credits beyond the M.A. Although there are few guidance counselors with a Ph.D., 9.1% of the adjustment counselors and 4.5% of the psychologists have their doctorate. Among the speech and hearing therapists there seems to be a correlation between age and educational training; therapists are relatively younger than other pupil services personnel and are the largest percentage (35% among the college-trained personnel) with just a bachelor's degree. Almost all of the nurses in our sample have an R.N. or some other nursing certification rather than a college or university

degree. Of the twelve supervisors of attendance in the sample, six have no training at the college level, five have a bachelor's degree, and one, a Ph.D.

The large majority of pupil services personnel were educated in the State of Massachusetts. There are about twice as many who received their bachelor's degree from a private college or university in Massachusetts as there are those who attended one of Massachusetts' state colleges; however, half of the speech and hearing therapists were educated at universities outside Massachusetts, and of the five supervisors of attendance who did have a college degree, all received it out of state.

Almost 30% of the guidance counselors attended Massachusetts state colleges as undergraduates. This figure is quite a bit higher than other college-trained pupil services workers (school adjustment counselor--18%, school psychologists--18%, speech and hearing--12%), and it seems to indicate that guidance counselors often come from the teaching ranks.

Many pupil services workers obtained their advanced degrees after they were already employed in the public school system. This would explain the increase in attendance at Massachusetts public universities for advanced degrees in comparison to the figures for the bachelor's degree. For example, 18.1% of the school psychologists attended Massachusetts state colleges as undergraduates, but 41.3% obtained graduate degrees from state public institutions. The figures for adjustment counselors are equally revealing--18.1% for undergraduate training, 35% for graduate degrees. This point is further emphasized by the fact that people tend to attend a graduate school that is close to the school system in which they are presently employed; for instance, personnel currently working in the Medford schools often obtained advanced degrees from Tufts University, those working in Springfield attended Springfield College, and those employed in southeastern Massachusetts attended

Bridgewater State. However, there is also a substantial number of pupil services people who have received advanced degrees from schools in Boston, specifically Boston University and Boston College, regardless of the area in which they work at present. In fact, 24% of all the guidance counselors who had advanced degrees obtained them at Boston University. In addition, the number of people working in the Massachusetts public schools who have advanced degrees from out-of-state universities is very small, with the exception of speech and hearing therapists, of whom 26.9% received graduate degrees from universities in other states.

School psychologists are the only group whose members are, at present, actively working for an advanced degree (27.2%). This confirms the impression received throughout the questionnaire that the psychologists seem very concerned about acquiring a maximum amount of formal training. Although the speech and hearing therapists also tend to rely on their educational background, only 15.3% are presently working for a graduate degree.

When asked if they thought their professional schooling before entering their particular field had adequately prepared them for the tasks they faced on the job, most personnel felt that it had. The groups that felt most benefited by their education were the nurses and the speech and hearing therapists, a fact which might reflect the technical or scientific nature of their fields. Of the other groups, 43% of the guidance counselors and 64% of the adjustment counselors felt only moderately prepared by their educational experience before entering the field. Only 6% of guidance counselors, 5% of school psychologists, and 2% of nurses believe themselves to be marginally trained for their jobs.

The data concerned with an individual's area of graduate specialization is not useful for a comparison of all pupil services disciplines because

several of the disciplines have very few workers with graduate degrees. However, the responses given by guidance counselors, school psychologists, and school adjustment counselors are relevant, in that most do have a graduate degree.

Guidance counselors are divided between persons who specialized in guidance, education, counseling, or other areas directly related to their jobs at present, and those whose field of specialization was a specific subject area like history, English, or biology. This again points out the fact that guidance counselors often enter education as teachers. The overlap in state certification requirements for school psychologists and school adjustment counselors is evident in the similarity of educational backgrounds of the two groups; in both samples, fields of specialization were divided among education, psychology, and guidance.

Most people felt that the state certification requirements for their specialty were realistic and that they were adequately trained for their jobs. Although considerable concern was expressed in other parts of the questionnaire when the subject of certification in general was raised, it was not seen to be relevant in a personal sense. In other words, "I am qualified for my position, but the low requirements for state certification allow unqualified people to enter the profession." People who felt over-trained for their jobs cited tasks like excessive clerical work and school procedural duties like lunchroom and hall duty. Several people felt that much of their formal training was not relevant, since they felt that most students are relatively healthy and well-adjusted; therefore, the problems that exist are simple and do not require extensive training in serious problem areas. Nurses, school adjustment counselors, guidance counselors, and speech and hearing workers who thought they were undertrained cited specific deficiencies in their knowledge of psychology, in areas such as



abnormal, child, and developmental, and areas such as testing and placement services. Other areas in which people felt they lacked sufficient training included group counseling, education of the culturally disadvantaged, and vocational and college placement information. Speech and hearing therapists frequently mentioned that their training does not prepare them sufficiently for specific problems like stuttering that they encounter in the schools.

When asked if their job provided an adequate opportunity for professional growth, a majority in each discipline agreed that it did. The speech and hearing group had the highest percentage (38.4%) who said there was little opportunity.

The State Department of Education seems to have very little influence on pupil services at the local level. When asked to rank various factors that might contribute to an individual's professional stimulation and growth, the State Department of Education representative consistently received the lowest rating. In general, pupil services workers rely most on other colleagues within their particular discipline, then on colleagues in other disciplines and pupil services supervisors. The supervisors of attendance seem to be most willing to consult other specialists within the pupil services group.

Everyone in the sample felt that information gathered from professional journals and general interest magazines and newspapers also proved helpful. Further graduate course work was rated highly by all except nurses and supervisors of attendance.

#### E. JOB PERCEPTION

A fundamental problem in defining the limits of the job activities of pupil services personnel is the apparent overlap of responsibilities among the various pupil services groupings. With the exception of the speech and hearing therapists, all of the groups surveyed seem to be faced with the problem of overlap.

This lack of clear guidelines regarding job perception appears to be the result of three related yet distinct factors. First, there is the lack of clear-cut educational differentiation among the various groups, particularly between the school adjustment counselors and the school psychologists. The second factor, one that appears particularly relevant to the small school systems, involves the assignment of a pupil services person to more than one school within a system. The final factor is the lack of effective policy formulation within the schools as to what are considered appropriate job tasks for the various pupil services groupings.

However, no one in the sample mentioned directly the problem of overlapping responsibilities or duties. The only negative responses to the question of whether or not the tasks usually performed were consistent with the expectations of the various professional associations were concentrated in the areas of clerical and supervisory functions.

As a group, the speech and hearing therapists seemed to have the least problem of overlapping responsibilities. Their responses throughout indicate that their area is viewed as an area of definite job specialization. Also relevant is the fact that speech and hearing therapists, more than any other pupil services group, appear to be relatively independent and free from a formal organizational structure.

Teaching experience appears to be a noteworthy factor to all the pupil services groups, but especially to the guidance counselors. The fact that almost 75% of counselors responding had had at least five years teaching experience lends support to the view that becoming a counselor usually involves a job switch and may be perceived as a promotion.

More than 75% of the school psychologists and almost 70% of the adjustment counselors have had at least 3 to 4 years teaching experience. It

appears that those adjustment counselors and psychologists who responded had not trained specifically to be adjustment counselors or school psychologists; rather, they had gradually taken necessary courses required for either certification or appointment while they were teaching. Attendance personnel and school nurses were notably lacking in teaching experience.

Salary data for our sample correspond quite closely to the NEEAP data reported previously. For all of the groupings, with the exception of attendance supervisors, salary appears to be commensurate with education and experience. Even though over 80% of the attendance supervisors in our sample had been employed within their school systems for over ten years, when their formal education and training is considered, their salaries are still somewhat higher than other educational personnel.

Over 80% of the school psychologists in our sample earn between \$9,000 and \$12,000. Their level of educational preparation appears to have a particular bearing on their salary level. The only important variable in determining variation in salaries for guidance counselors and school adjustment counselors is the length of service within a given school system. The lower salaries for speech and hearing therapists, again, may be explained by their relatively low age and few years of experience.

Due to the nature of their functions within schools, guidance personnel and school adjustment counselors spend about 50% of their time in conferences held within schools. Psychologists spend the major portion of their time in testing (37%) and conferences (27%).

Guidance counselors, psychologists, and school adjustment counselors spend between 10% and 15% of their time on clerical tasks, in part due to the confidentiality of their work. They are more likely to have clerical help than nurses, who spend 45% of their time on clerical functions. Of all

the groups, the attendance supervisor's functions include the greatest variety and involve considerable time in meetings and conferences away from the school.

It appears that the school principal acts as a clearinghouse for referrals to attendance supervisors, adjustment counselors, school psychologists, and speech and hearing therapists. Nurses receive a high proportion of referrals from teachers and counselors. Students and teachers are responsible for a majority of referrals to guidance counselors.

When asked about the appropriateness of the tasks they were expected to perform, the groups citing the greatest number of inappropriate tasks were nurses and guidance counselors; these tasks were usually supervisory or clerical in nature. Speech and hearing therapists apparently have few inappropriate tasks, a fact which again reflects their high degree of specialization.

When questioned about factors that would enable them to do a better job, attendance supervisors, school psychologists, school adjustment counselors, and speech and hearing therapists all ranked high the need for additional personnel in their own specialty. Only the adjustment counselors and school psychologists felt a definite need for additional personnel in other specialties. Attendance supervisors, guidance personnel, and speech and hearing therapists were the groups most concerned with smaller caseloads. The need for nonschool resources ranked low, as did in-service training, except in the case of nurses who ranked such training as their number-one need. Consultation with the State Department of Education was almost universally ranked low.

When asked about job tasks in which they felt least competent, few workers gave meaningful responses; many simply avoided the question, possibly feeling that their professional competence was being questioned. Some nurses mentioned classroom teaching.



Some overlap appears in the referrals made to the different specialties. Guidance counselors, school psychologists, and school adjustment counselors cited underachievement and motivational problems as reasons for referral. All groups, with the exception of speech and hearing therapists, noted discipline, pupil-teacher conflict, absences, and truancy as reasons for referral. All groups except attendance supervisors noted testing and special placement as additional reasons.

### C. PROFESSIONAL RELATIONSHIPS

It is extremely difficult to discern any consistent pattern of hierarchy from the responses of the 28 different school systems in our sample. There seems to be great variation between school systems and even between different people in the same school system. A person's perception of hierarchy appears to depend upon his position or job title, how long he has been a member of the pupil services group, and the size of the staff.

However, a few points did become very clear from the responses to the questionnaire. The general over-all picture appears to indicate that the school principal exercises considerable control over the operation and administration of pupil services. In many cases the principal dominates the entire pupil services picture; he assigns much of the work to all members of the pupil services group, supervises their activities, and acts as the leading evaluator of the pupil personnel services. In all the disciplines the principal was listed as the person who most frequently assigned tasks to the pupil services team, even in those systems that also had a director of the pupil services. The group, then, has little autonomy within the school since it is constantly subject to the jurisdiction of the principal's office. This is most obvious for guidance counselors, who often seem to represent the final dumping ground for tasks that are not handled by the principal or the assistant principal. The pattern of authority is



more diffused in larger school systems where there are more staff members in pupil services and a director. In the smaller schools the principal supervises most pupil services activities.

Since many schools in our sample do not have a director of pupil services, it is difficult to discern his importance from the total figures for all systems; however, the data seems to indicate that the director is most involved in coordinating the activities of psychologists, adjustment counselors, and speech personnel--the pupil services specialists. Although there is considerable variation between schools, and although guidance counselors often perform tasks similar to those of a school psychologist or adjustment counselor, they sometimes do not see themselves as members of the pupil services group. In these systems the guidance counselors are often seen as teachers "who made good." They are frequently seen as aligned with the principal's office rather than with a pupil services supervisor. In many, if not most, systems counselors are seen as the generalist of the pupil services team who call in the more specialized personnel as needed.

Nurses do not have a clear-cut role within the pupil services team; in fact, most do not even see themselves as presently functioning within the pupil services group. This is due, in part, to the fact that many nurses working in the public schools are public health nurses who are under the direction of the community public health agency rather than school supervisors. Sometimes even nurses who are hired by the school system do not coordinate their efforts with the pupil services group. They tend to work, instead, under the direction of a head nurse, the principal, or the superintendent of schools. In contrast to the nurses, the supervisors of attendance seem to have a very well defined niche within the pupil services team and a good rapport with most school administrators.

Who do the various pupil services workers consult or seek out for advice during the course of their work? When first confronted with a problem, they tend to consult one of their fellow colleagues in pupil services rather than taking their problem to a supervisor or school administrator. This implies an equal-sharing-of-ideas approach rather than one of taking the question to a more knowledgeable superior. Speech and hearing therapists are the only exceptions to this rule, probably because many of them are the only speech and hearing person within a given school, and their functions don't overlap with those of others; therefore, they generally tend to work by themselves. However, in most cases, the disciplines within the pupil services group do indicate at least a coordinated effort within their own fields.

The role of the guidance counselor as a member of the pupil services group seems to be that of a clearinghouse for any problems that require the attention of any of the disciplines. Even those nurses and speech and hearing therapists who do not really see themselves as part of the pupil services team do work with the guidance counselors. In addition to working with the others in pupil services, counselors work with school administrators, teachers, and other school employees.

Adjustment counselors and psychologists work with many of the same people during the course of their work. However, the school adjustment counselor has more contact with others like attendance supervisors, medical personnel, parents, and community agencies. This is reasonable in light of the fact that adjustment counselors work in a social-work capacity, entering the homes of students, using various agencies in the community, etc. On the other hand, psychologists work more closely with guidance counselors in their role of educational diagnostician.

Although the channels of command in individual schools seem rather vague, very few people cited instances where they were supervised by more than one person at a time and where conflicts arose because of this situation. In fact, the nurses and guidance counselors were the only groups who said that this was any kind of recurring <sup>^</sup>problem. When this situation did arise, various methods were employed to improve it. Solutions tended to stress compromise, mutual agreement, or discussion, although other comments included "departmental intrigue," "principal 'rules,'" and "emphasis on high priority requirements." The majority of pupil services workers in the sample said that they did not supervise the work of anyone else; those who said they did listed clerical workers, participants in intern programs, and teachers and other professionals who occasionally assisted the pupil services person in a specific capacity such as group testing. Home tutors, part-time speech teachers, Neighborhood Youth Corps Aides, and social workers were also occasionally cited.

#### Certification and Training Programs

Assembling accurate information on training programs is also difficult. Massachusetts has training programs that range from those which just barely meet state certification requirements in the various specialties to those that seem particularly well developed and have extensive practicums, as well as other forms of enrichment experiences. Training programs seldom report themselves in college catalogues with the kind of precision needed for an analysis and evaluation of program development and effectiveness. Similarly, data on input of trained practitioners into the field is imprecise and frequently unavailable. Where data on graduating students is available, it is difficult to interpret. For example, in a recent national survey done by the National Education Association, it appears that approximately half of the people graduating from pupil services training programs eventually enter

the field; however, of this percentage it is impossible to determine how many enter the field in the state in which they were trained, how many leave the state, and how many accept positions in related fields that utilize their training. People in counselor education programs, for example, are frequently hired by YM and YWCA's, the Girl and Boy Scouts, employment counseling firms, and industrial concerns in administrative or personnel positions.

Thus, the information that follows should be seen as extremely tenuous and imprecise. We are unable to identify the total impact of training programs on personnel needs within the State of Massachusetts, and limitations and priorities in our study led us not to explore the impact of training programs in any greater depth.

#### A. SCHOOL ADJUSTMENT COUNSELORS

Tentative current certification requirements for school adjustment counselors specify a master's degree in social work, psychology, education, or guidance, any of which must include a specified amount of study in psychology, sociology, counseling, and social casework. Two years of full-time, paid, successful, and fully attested experience in working with children is also required. Five schools in Massachusetts offer a Master's of Science in Social Work: Boston College, Boston University, Brandeis (program not oriented toward training practitioners), Simmons, and Smith. The following schools offer a Master's in Psychology: Assumption, Boston College, Boston University, Brandeis, Clark, Harvard, the University of Massachusetts, Mount Holyoke, Northeastern, Smith, and Tufts. Most of these programs are essentially full time, although in the fall of 1969, the Boston College and Boston University Schools of Social Work intend to add part-time study programs. Approximately 40% of the school adjustment counselors in Massachusetts hold a M.S.S.W. degree, and most of these people work in the Boston vicinity where

schools of social work are located (graduates of the Smith program tend to leave the western part of the state or to leave Massachusetts). The other 60% tend to have a Master's in Education with specialization in psychology, counseling, or some related area.

#### B. SCHOOL PSYCHOLOGISTS

Current certification requirements for school psychologists list a teaching certificate and a Master's in Psychology or thirty semester hours of graduate credit with a major emphasis in psychology, including several specified required areas of study. Extremely few school psychologists in our sample hold a Master's in Psychology; like the school adjustment counselor, most psychologists have a Master's in Education with specialization in psychology, counseling, or some related area, and many have attended Boston University.

#### C. GUIDANCE COUNSELORS

Counselors are required to have a teaching certificate and twelve semester hours of guidance education distributed among all of the following: principles and practices of guidance, counseling, tests and measurements, and occupational information. Schools with full-time master's level programs offering the specified courses include Assumption, Boston College, Boston University, Clark, Harvard, the University of Massachusetts, Northeastern, Springfield, Suffolk, and Tufts. (Most programs make little or no distinction between preparation for elementary and secondary guidance counselors.) Eight of the state colleges have part-time study programs where credits toward a master's degree can be accumulated.

Both practitioners and educators have throughout the year commented about problems of quality in some state college counselor preparation programs. Dr. Robert O'Hara of Harvard commented on the difficult plight of graduate education in state colleges:



"The major problem with graduate education in the state colleges at the present time is that there is no budget for a full-time faculty. All faculty in graduate schools in the state colleges are part-time people who earn additional money for each course taught at the graduate level; thus, the dean of the graduate school at the state college is the dean of a part-time faculty with no budget for a full-time faculty.

Until graduate school faculties are composed of full-time faculty members whose sole concern is the education of graduate students, there can be no improvement in the graduate schools in state colleges in Massachusetts."

In our sample, 29% of the counselors obtained advanced degrees at state colleges, and 58% attended private institutions within the state; Boston University accounted for one-fourth of those attending private institutions.

#### D. SCHOOL NURSES

State certification requirements for school nurses do not exist. Recommended qualifications of the American Nurses Association include a professional nursing license, a baccalaureate degree in nursing, and one year of experience. Only one-fourth of the school nurses in Massachusetts have a bachelor's degree. The supply of lesser educated nurses desiring to work in the school setting is apparently abundant, and superintendents have tended to hire the less expensive type of personnel. Seven schools in Massachusetts offer a baccalaureate or higher degree in nursing: Boston College, Boston University, the University of Massachusetts, Northeastern, Simmons, and the state colleges at Fitchburg and Lowell. Associate and diploma degree programs are oriented toward working with the ill in hospitals; only baccalaureate degree programs have orientation in community health work which is helpful in working in the school setting.

#### E. SPEECH AND HEARING THERAPISTS

State certification requirements for teachers of the speech and hearing handicapped list a bachelor's degree which includes thirty semester hours of credit in specified courses. The requirement of a teaching certificate

was eliminated in January of 1969. A recent survey of all speech and hearing therapists in the state indicated that about half of the respondents had master's degrees, 20% were working toward a master's, and 30% had no master's and were not working toward one. Emerson College apparently has the most extensive master's level training program, but master's degrees may also be obtained at Boston University, Northeastern University, and the University of Massachusetts.

#### F. SUPERVISORS OF ATTENDANCE

The 1962 revised qualifications for supervisors of attendance specify that the candidate must have worked satisfactorily for two years in any of a variety of fields which involve work with families or children; some of the possible fields include teaching, social work, probation or parole work with a law enforcement agency, etc. One year of graduate study in education, guidance welfare, or social work is acceptable as a substitute for one year of work. All but one supervisor in our sample had less than a bachelor's degree, and the most frequently mentioned position held before or concurrent with working as a supervisor of attendance was with a law enforcement agency.

#### SUMMARY

If our sample of twenty-eight schools is indeed representative, strong similarities regarding training exist among counselors, psychologists, and school adjustment counselors. Most obtained master's degrees in education, with specialization in guidance, counseling, or some kind of psychology. It appears that graduates of master's level psychology programs and, to a lesser extent, social work programs do not frequently enter the public school setting. A master's degree in these areas generally requires at least two years of full-time study, whereas a Master's in Education is frequently comparable to one year of full-time study, though many people have a Certificate of Advanced Graduate Study (CAGS) which is comparable to

two years of study. A person who completes a two-year master's in psychology or social work may still not have the specifics required for state certification as a school psychologist or adjustment counselor. Many practitioners in the three specialties had master's degrees, and over 60% had more than a master's. School psychologists seem somewhat more concerned than the other two groups with getting additional training.

Graduates of bachelor or higher-degree nursing programs do not frequently enter the school setting. Less expensive personnel can be readily obtained, and it is undoubtedly easier for a hiring administrator to pay less and expect less.

Speech and hearing therapists are more frequently trained out of state than other pupil services workers, and, when coming to Massachusetts, most apparently live near metropolitan Boston, where three out of the four higher-degree training programs are located. The result is a dearth of therapists in outlying areas.

Since supervisors of attendance are not required to have any specified training, since no programs appear to be geared specifically to training this group, and since few supervisors have formal training, it is impossible to comment on the quality of present training for this group.

#### Professional Associations

Professional associations are established for the purposes of advancing the professional standards of a group, protecting the interests of members and encouraging contact and idea-sharing among them, and promoting the general public's understanding of the profession. It is for these reasons that professional associations for pupil services workers have developed in Massachusetts. For the purposes of this report, we have attempted to determine which professional organizations the various pupil services workers join in

significant numbers and to outline the history, accomplishments, and current concerns of the major organizations. Apparently no statewide data exists on who, among these workers, joins what and why, so data from our questionnaire and the suppositions of state supervisors and officers in professional organizations have been our sources of information.

In our sample the most frequently joined professional organizations among all groups were local teachers' and educational associations and the Massachusetts Teachers Association. Many were affiliated with the National Education Association.

PERCENTAGE OF SAMPLE HOLDING MEMBERSHIP

	<u>Local teachers' or educational association</u>	<u>M.T.A.</u>	<u>N.E.A.</u>
Adjustment counselors	67	55	39
Guidance counselors	61	57	39
Psychologists	23	41	27
Speech and hearing therapists	19	19	12
Nurses	less than 10	19	less than 10
Attendance supervisors	less than 10	less than 10	0

In addition to these organizations, however, at least one or more professional organizations closely related to each specialty exist which practitioners are eligible to join. Practitioners in our sample belonged to an average of three organizations which they considered to be professional in orientation; yet when asked how frequently they consulted professional associations for advice in the course of their work, practitioners in all fields said rarely or never. Only in the case of speech and hearing therapists did a majority of workers belong to the state professional organization related to that field, i.e., the Massachusetts Speech and Hearing Association.

A. SCHOOL ADJUSTMENT COUNSELORS

Of the 33 respondents in our sample, 9 belonged to the National Association of Social Workers (N.A.S.W.), 7 belonged to the Massachusetts School Counselors



Association (M.S.C.A.), and 4 belonged to the Massachusetts Association of School Adjustment Counselors (M.A.S.A.C.).

The School Council of the eastern Massachusetts chapter of the N.A.S.W. consists of four board members. Mr. Richard Dello Russo, current chairman of the council, reports that areas of primary concern have been issues related to practice; such as the problems of the latency age child and of understanding character disorders and learning disabilities in children, and issues related to legislation relating to school social work or that of general interest such as Medicaid.

M.A.S.A.C. was formed approximately five years ago when a number of school adjustment counselors decided to get together to support legislation which benefited their program and to cooperate with the State office in sponsoring annual regional conferences. Membership is now estimated at 100. The Association was successful in sponsoring legislation which extended school adjustment counseling programs to include grades eight to twelve and has worked diligently, but so far unsuccessfully, to support legislation which would restore the provision of 50% reimbursement to local communities for monies expended on the salaries and expenses of adjustment counselors.

#### B. GUIDANCE COUNSELORS

In our sample, 92 of the 215 counselor respondents, plus a few school adjustment counselors and school psychologists, listed membership in M.S.C.A. Moreover, 79 counselors were members of local guidance associations; 82 were affiliated with the American Personnel and Guidance Association (A.P.G.A.); and 33, with the new Massachusetts branch, the M.P.G.A.

The A.P.G.A. is a national association dedicated to the professional advancement of guidance and personnel work. Founded in 1952, A.P.G.A. brings together eight guidance and personnel associations, the histories of which extend back to the beginning of the organized guidance movement



early in this century. The member associations span a variety of specialized interests which include personnel and guidance work in elementary and secondary schools, in higher education, and in community agencies and personnel interests in government, business, and industry.

The M.P.G.A. is new to Massachusetts; strangely enough, this state in which guidance pioneered is among the last to organize a state chapter of A.P.G.A. The organization, of course, has aims similar to those of the national organization and draws its membership from similar populations. Dr. David Cook, 1968-69 president, reports that the group received its charter in April of 1968 following three years of work by an organizing committee; as of June 1969, membership numbers 600. Dr. Cook mentioned three major areas of current concern: influencing, and, when necessary, drafting, legislation important to and affecting the membership; working for professional development in areas which have not been the focus of other state professional organizations; and promoting cooperation and coordination with other state professional organizations for pupil services workers in areas of common concern and interest. Public relations, "an effort to increase public understanding of the nature of the various services offered by members," is also emphasized in the membership brochure, as is publication of a high quality newsletter. The first issue of the Massachusetts Personnel and Guidance Association Newsletter was published in April of 1969.

Affiliated with M.P.G.A. is the older and larger Massachusetts School Counselors Association. Miss Louise B. Forsyth, executive secretary of M.S.C.A., reports that the group was organized in 1961 by a group of concerned guidance counselors and directors who felt the necessity for a statewide association for professional enrichment and development. Membership has grown from a few hundred to over 1,300. Counselors in Massachusetts elementary and secondary schools, both private and public, are eligible for membership.

The organization now has several publications, including The Counselor's Notebook, a newsletter issued seven times a year, a calendar of dates of interest to counselors and students, and a placement bulletin which lists spring vacancies in guidance and counseling positions in the state. The organization meets annually and has several committees at work throughout the year; recently established committees include Ethics, Elementary Guidance, Junior High Guidance, and Long-Range Planning and Development. Recent activities include adoption by the membership of the recommendations for improved certification standards for school counselors derived from a study by the Professional Development Committee and sponsorship of a joint meeting with the Massachusetts School Adjustment Counselors Association.

#### C. SCHOOL NURSES

A State Department of Public Health supervisor reports that school nurses belong principally to three professional organizations, The American Nurses Association (A.N.A.) and its state branch, the Massachusetts Nursing Association (M.N.A.), and the American School Health Association, the membership of which includes all school health personnel and may include interested lay persons. In our sample of 42 respondents, 14 belonged to the A.N.A., 12 to the M.N.A., 5 to local nurses' associations, and 4 to the School Health Association.

School nurses are eligible for membership in the A.N.A. and M.N.A. if they are registered nurses. They formed their own section in the M.N.A. in 1954, and the chairman of the section is a voting member of the Board of Directors of the A.N.A. Miss Ann Donovan, director of Sections and Special Interest Groups in the M.N.A., writes that:

"...The main purpose of the School Nurse section is to promote the improvement of practice within its respective area of nursing and to promote the interest and welfare of its practitioners. This is done by conducting programs of special interest

to its members, by promoting intergroup relations, and by developing relationships with allied professional groups."

Nurses working in school settings are found in two different sections in the M.N.A.: those employed by Boards of Education join the School Nurse section, and membership is estimated at about 200; those hired by Boards of Health join the Public Health section.

The American School Health Association, now in its forty-third year, includes over 13,000 professionals engaged in school health services and education: school nurses, health educators, school physicians, and dental personnel.

#### D. SCHOOL PSYCHOLOGISTS

Dr. Louise Keenan, 1967-68 president of the Massachusetts School Psychologists Association (M.S.P.A.), states that this group was organized shortly after certification standards for school psychologists were set up in 1955. All who have been certified by the Massachusetts State Department of Education as school psychologists are eligible for membership. Of the 22 psychologists in our sample, 3 noted affiliation with the M.S.P.A. We are not able to determine what percentage of all practicing school psychologists in the state belong to this organization, but since current membership is reported to be 150, it is possible that a majority belong.

Two meetings per year are held, and some of these have been two-day institutes. The Association has occasionally joined with other groups, such as the Departments of Education at Tufts and Northeastern, when selected meeting topics have been of joint interest. Dr. Keenan also reports that the organization has been concerned with cooperating in the research projects of graduate students and helping place certified school psychologists.

School psychologists who have a master's degree or equivalent training in psychology and two years of experience in the field are eligible to

become associate members of the Massachusetts Psychological Association, but school psychologists in the state typically are not members.

#### E. SPEECH AND HEARING THERAPISTS

According to a 1967 survey of all school speech and hearing therapists made by the State Department supervisor, approximately 46% of the respondents belonged to the American Speech and Hearing Association (A.S.H.A.), and 60% were affiliated with the Massachusetts branch of that organization, M.S.H.A. In our own sample, 39% were affiliated with A.S.H.A., and 50%, with M.S.H.A.

There have been some changes in name, but since 1925 the American Speech and Hearing Association has been serving speech pathologists, audiologists, and speech and hearing scientists. A master's degree is necessary for A.S.H.A. certification and membership, but a less well-trained individual can subscribe to the journal. M.S.H.A., besides publishing a newsletter and holding conferences semiannually, has concentrated on providing consultation to members and stimulating development of smaller regional liaison groups in various parts of the state.

At this time, M.S.H.A. membership is about 350. Dr. Allan Goodman, current president, writes:

"Within the past few years the Association has been actively concerned with legislation affecting education in all its ramifications in and out of public schools. Frequently, disorders of communication are not neatly restricted phenomena; that is, many children with speech, language or hearing disturbances also have other difficulties which result in school problems. A great deal of our effort and time is spent in trying to find appropriate educational settings for our patients, often without success. That is not the whole story, but it is sufficient to justify much individual and Association concern with the quality, quantity and nature of special services and facilities available within the schools.

Recently, the Education Committee of the M.S.H.A. prepared a proposal for change in regulations and guidelines for therapists in the public schools. After approval by the Executive Council the proposals were discussed informally with the State



Director of Special Education and we have reason to believe that the changes proposed will be implemented."

#### F. SUPERVISORS OF ATTENDANCE

The Massachusetts Association of Supervisors of Attendance was founded in 1920, although the group operated under a different name until 1928. Membership is estimated at approximately 175, and meetings are held twice a year. Through the years, the group has been concerned with upgrading professional standards and submitted its most recent proposal regarding certification requirements to the State Board of Education in 1965.

#### State Agencies and Their Functions Related to Pupil Services

##### A. DEPARTMENT OF LABOR AND INDUSTRIES

The Department of Labor and Industries contains two divisions whose functions are relevant to pupil services. The first is the Division of Apprenticeship Training which is responsible for apprenticeship training and for manpower development and training: the former function involves cooperating with industry in developing, expanding, and improving training standards so that the Commonwealth's industrial needs for skills will be met; the latter function provides on-the-job training and experience other than apprenticeship. The second division is the Division of Industrial Safety which is responsible for the enforcement of labor standards and administers the labor laws governing, among other things, child labor.

##### B. DEPARTMENT OF MENTAL HEALTH

Numerous functions related to pupil services are performed within the Department of Mental Health. The Division of Mental Health Clinics provides: evaluation and diagnostic services for children, including assessment of the type and degree of a child's emotional illness by means of interviews with the child and his parents, and recommendations for treatment; psychiatric



treatment services for children, including short-term or long-term psychotherapy, sometimes accompanied by drug therapy, for the child and/or his parents; group therapy services for children, involving psychotherapy in a group setting for the child who needs help in his peer relationships; services for severely disturbed children, including residential placement which provides the child with supervised activity and therapy by placing him full time in a combination home-school-hospital; day care centers, involving the provision of daily remedial education, psychiatric treatment, and supervised activities.

Within the Division of Legal Medicine there are two relevant programs. The Court Clinic provides psychiatric services to the courts in order to "(1) practice and develop in the court setting techniques for the treatment of offenders; (2) investigate the psychiatric meaning and sources of antisocial behavior; (3) train psychiatrists and other professional persons so that they may provide service to the courts and work in a judicial setting; (4) develop in a cooperative manner with the courts the most productive and effective use of psychiatry within court settings; (5) set workable standards for psychiatric services within courts; (6) raise the professional level of probation and help increase its efficiency and scope; (7) promote consideration of the idea of the impartial, professional expert in the court; and (8) foster the relationship between law and psychiatry." The Youth Service Program provides evaluative services, consultation services, and treatment to the Youth Service Board, and renders youth after-care treatment and case work services at its clinics.

The Mental Health Education Service of the Department of Mental Health provides an educational therapy center which has programs for children and adolescents as well as programs which enable adult inpatients to continue their education. Teachers on the staff have regular consultation with

psychiatrists, psychiatric social workers, and nurses. The Mental Retardation Services include diagnostic evaluation, treatment, and educational and recreational programs on both an inpatient and an outpatient basis; services to families of the mentally retarded; consultation services to community agencies serving the retarded; and staffing, including services of all helping disciplines. The Consultation Service makes consultants from the disciplines of psychiatry, social work, and psychology available for integrating and promoting community mental health.

Other related programs within the Department of Mental Health are: the Drug Unit, a small diagnostic, evaluation, and intensive treatment program which provides inpatient and follow-up care and treatment to drug addicts; the Screening Unit, a crisis-oriented program that offers 24-hour emergency help with referrals and follow-up treatment when necessary; the Adolescent Unit, an educational, vocational, and social program which includes diagnosis, evaluation, and treatment for patients up to 18 years of age; the Social and Recreational Programs, including summer camp, athletic, and recreational programs and social clubs.

#### C. DEPARTMENT OF PUBLIC HEALTH

Functions related to pupil services are performed in a number of the programs of the Department of Public Health. Six of those programs are in Maternal and Child Health Services: (1) Services for Crippled Children which provides financial assistance, case finding and complete medical services and care--orthopedic, cardiac surgery, plastic surgery, speech therapy, cerebral palsy, chronic diseases, etc.--for all Massachusetts children with crippling or potentially crippling conditions; (2) Child Health Supervision which develops guidelines for local programs, provides in-service training and consultation, conducts special projects for children,

and compiles statistical data; (3) School Health Program which provides in-service education, leadership for developing guidelines for local programs, and consultation, assists in accreditation, coordinates agency efforts, and compiles statistical data; (4) Habilitation Centers for Preschool Hard-of-Hearing and Deaf Children which helps children develop normal speech at an early age so that when they reach school age they may attend a regular public school rather than a residential school for the deaf; (5) School Vision and Hearing Conservation Program which, being preventive in character, seeks to discover slight but real differences in vision and hearing so that proper medical attention can be obtained; (6) Hearing Aid Program which seeks to ensure that each hard-of-hearing and deaf child in the Commonwealth who requires a hearing aid receives one.

The Division of Food and Drugs in the Department of Public Health maintains a Drug Control program. Its activities are enforcement of narcotic, harmful, and proprietary drug laws and regulations; licensing of manufacturers of harmful and narcotic drugs, wholesalers, and nonmedical users of hypodermic needles; and arrest and prosecution of drug law violators. The goals of the hospital and institutions dental program which is in Dental Health under Chronic Disease Control are "to develop programs for early detection and treatment of dental caries and associated oral conditions, to control oral disease in school populations, and to screen for defects, referral, and followup; topical fluoride applications; guidance in dietary control of caries; and consultation and resource service to school and health officials, teachers, and parents." The Dental Division provides administrative and consultative services for coordinating dental treatment and services for chronically ill and handicapped patients. Special Care Programs include those for dentofacial deformities, for rehabilitation with respect to physical maxillofacial, mental, and social development, and for orthodontics.

Finally, the Massachusetts Committee on Children and Youth has a Delinquency Project which reports to the Governor on action that is needed with regard to juvenile delinquents.

#### D. DEPARTMENT OF PUBLIC WELFARE

The Division of Public Assistance in the Department of Public Welfare maintains two programs which have particular relevance to pupil services. The first, Aid to Families with Dependent Children, provides, with federal funds, financial assistance, medical care, and social services to needy families with dependent children (up to 21 if in school--up to 18 if not in school). Financial assistance includes cash payments for food, clothing, shelter, etc.; medical care includes any such care recognized under state law and is provided through direct payments to hospitals, physicians, dentists, etc.; social services include counseling, help in finding better housing, referral to community resources, and homemaker services.

The purpose of the second program, the Work Experience Training Program, is to help prepare the people on welfare, by such means as vocational testing, guidance, and placement, to become self-supporting through gainful employment.

#### E. DIVISION OF EMPLOYMENT SECURITY

Many programs of the Division of Employment Security relate to the operation of pupil services programs in schools. The General Job Placement function provides a complete placement service for all individuals who are seeking employment and includes occupational counseling, testing, referral to manpower training courses, or selective placement services when they are indicated. Job openings for all types of job skills are solicited from employers. General Youth Services provides selection for and referral to job openings, testing, counseling, referral to manpower training courses,

and other special services for youths between the ages of 16 and 22. This service is available in all the employment offices of the Division. The Summer Camp Placement function, centralized in the Boston Professional Employment Office, provides selection and referral of applicants for summer employment at summer camps. It accepts applications from qualified camp counselors and instructors and job openings from any summer camp.

The General Employment Counseling Program provides individualized or group counseling sessions for individuals, among whom might be school dropouts, parolees, or the physically, mentally, or emotionally handicapped, with the objective of helping these individuals to become more employable. The Employment Counseling School Program maintains cooperation between the local offices of the Division of Employment Security and the local school systems throughout Massachusetts in providing employment counseling, job referral and placement, or referral to manpower training courses to students who are entering the labor force either on a full-time or part-time basis. The Aptitude and Proficiency Testing Program offers individual tests and batteries of tests of many types, including nonverbal tests for the illiterate and typing and shorthand tests for those interested in clerical and secretarial jobs. They are given by trained test administrators and interpreted by professional counselors.

For persons who are so disadvantaged in the labor market that they are, or are likely to become, habitually unemployed, the Human Resources Development Program offers specialized services such as identification of those persons and their needs, referrals for training or education, rehabilitation and medical aid, counseling and placement, and supportive on-the-job and follow-up services. Human Resources Centers, located in several large Massachusetts cities, provide intensive and individualized services, including



counseling, testing, and manpower training, to youth, older workers, socio-economically disadvantaged members of the minorities, and similar individuals whose employability might be improved by such services.

The Apprenticeship Training Program "promotes and develops apprenticeship training programs for the youth of the Commonwealth and for its industries. It promotes the furtherance of standards necessary to assure the proper training of apprentices and brings together management and labor for the development of formal apprenticeship programs." The Division of Employment Security cooperates with the Division of Apprenticeship Training in interviewing and placing qualified apprenticeship applicants. The Apprenticeship Information Center, located in Boston, works closely with the Bureau of Apprenticeship Training of the U. S. Department of Labor, the Division of Apprenticeship Training of the Massachusetts Department of Labor and Industries, and representatives of apprenticeable occupations in disseminating information on training and available training courses and in recruiting and referring candidates to courses.

The Experimental and Demonstration Projects Program is integrated with the Community Action Program and other social service organizations to provide counseling, case work, and other special training assistance for disadvantaged youths who have patterns of delinquent behavior, aging persons, educationally handicapped persons, and other groups who are alienated from normal manpower institutions in order that they may adapt to the work environment and hold gainful employment. The TIDE (Testing, Informing, Development, and Evaluation) Program is designed to encourage potential school dropouts either to continue in school or else to prepare for a gainful occupation. The trainees are paid to attend a concentrated course of group counseling which aims at helping them to understand the problems that dropouts face.

The Neighborhood Youth Corps "provides federal funds and technical assistance to nonfederal governmental agencies or departments and to private nonprofit organizations for establishment of work training programs for unemployed youths 16 through 21 years of age who need work experience to qualify them for full-time employment. The federal government will defray up to 90 percent of the costs of these programs, including wages paid to enrollees." The Job Corps, by providing vocational training, remedial education, and work experience, helps to develop in disadvantaged youth the attitudes and skills necessary for finding and holding gainful employment and for becoming productive citizens.

## CHAPTER V

### ALTERNATIVES FOR ACTION

In the course of this study, the study staff uncovered or were presented with a great many problems, both large and small, confronting pupil services in Massachusetts. We have intentionally avoided dealing with every issue, for, although we thereby risk incurring the disfavor of those persons whose concerns we may have disregarded, we do not feel that this report can realistically or effectively accomplish such a feat. In this chapter we concentrate on several primary areas of concern and focus on realistic, feasible courses of action. This section is not intended to be a catalog of all the issues facing pupil services.

#### PRIMARY ORIENTATION OF SERVICES

- I. Pupil services must expand beyond the present problem-centered emphasis and intensify its efforts in problem prevention, research, and the application of social and human science findings to school programs.
- II. Expansion of pupil services should be approached from simultaneous examination of needs at all levels (pre-school, elementary, secondary, and postsecondary) rather than from a separate examination of needs at each level. Current program development in Massachusetts reflects concern for student development at distinct age levels; e.g., school counseling has been restricted largely to secondary school levels.
- III. Although the data on planning and organization of early child development programs is unclear and incomplete, there seems to be sufficient evidence to justify increased emphasis on program development in the pre-school and early school years. Certain developmental and corrective measures should be available to families before their children reach school age.

- IV. Pupil services workers have two major functions: (1) the facilitation of classroom efforts to educate children, and (2) the development of personality and good mental health. Although the schools have traditionally concentrated on the former, the development of cognitive abilities, they must also be concerned with affective and interpersonal growth (including capacities for effective human relations, decision-making, flexibility, and adaptability, etc.).
- V. Schools should consider incorporating more extensive segments of the social and behavioral sciences (sociology, psychology, anthropology, etc.) into the school curriculum. Pupil services workers should explore ways in which they might influence such development. They might serve, for instance, as resource persons to teachers, enter into curriculum discussions, or lead semi-instructional groups; throughout such instruction, student needs should be a major focus.

A vital need exists for a reorientation of priorities in pupil services from a crisis-oriented to a prevention-oriented approach. In most pupil services programs we investigated, there was an almost total absence of rationale for the prevention of problems and the development of optimal behavior. We heard much discussion of titles, roles, functions, status, training, etc., but little about program objectives, desired outcomes, or the effectiveness of procedures. Some programs seemed almost oblivious to major social issues having implications for children. The draft, drug use and abuse, student protest and rioting, racial conflicts, sexual morality, and the like, confront young people with the necessity for major personal decisions. Pupil services should be vigorously confronting these issues and pressing for organizational and curricular modification where and when it is needed. Observation and understanding of student thought and behavior should be converted into efforts to influence school policies, objectives, and procedures. What is definitely needed is greater variety of program experimentation in terms of design and content. Objectives need to be stated in terms of such indices as vocational maturity, accuracy of self-awareness, physical health, dropout rate, and court appearances.

It has been said that today's schools offer corrective and remedial services at retail, while they create problems wholesale. Pupil services must assist schools in moving away from reaction to problems to the genuine prevention of problems. This is not to say that existing efforts to help children with specific difficulties, or to help teachers and schools during periods of crisis, should be ignored or abandoned; medicine, while concerned with prevention through immunization, environmental health, and research, does not shut down its hospitals and clinics. Prevention involves deciding what will be the healthiest learning-growing environment for children. Pupil services workers must then campaign for the humane and human structures and programs for schools that will engender that environment. Preventive approaches, as well as remedial, involve learning to communicate with children and parents, listening with an understanding ear to what is behind the words that people use, and helping others to develop these skills too.

The pupil services team must become responsive to changing needs and adapt its program accordingly; it must play a greater role in assisting the school system and the larger community to make needed modifications in the curriculum and in administrative procedures. To do this, pupil personnel workers must be in close contact with students and parents as well as teachers and must see themselves as spokesmen for the rights and views of students. Pupil services must learn to speak for the students in the minorities. For example, administratively it may be easier to buy desks with wide arms for writing; but who will question the practice of buying all desks with wide arms for writing on the right hand side? Few remember that 10% to 20% of the students are left handed. Who will question whether ability grouping should be practiced and under what conditions? Who will ensure the right of mentally handicapped students to equal use of visual aids if



they continue to be regarded as second class citizens? Who will speak for the need to vary the routine of classes from time to time in order to make time-consuming classroom projects or long field trips possible? Who will point out that noncollege-bound students need success experiences too and will then sit down with others to plan for them? Who will serve as the liaison between school and students to help resolve issues such as dress codes, coke machines, student newspapers, smoking, and long hair? Who will attempt to bring conflicting views, or conflicting groups, together at the school? Who will continue to remind teachers and administrators that, although it does take a great deal of time, a conference with a child's parents may be more helpful to his learning than a grade on a report card?

Pupil services ought to be able to speak for the individual and for groups. The nurse who sees a girl in the sick room time after time with a stomach ache ought to investigate the situation further and then say, "I'm concerned about Betty. I think she is under too much tension in math class. What can we do to change her class to a less tension-producing one or to help her remove the causes of tension?" Who goes to a teacher to say, "I don't have any evidence about the objectivity of the student who came to see me, Bill, but at least one of your students feels that in your English tests you try to trick students rather than test what they have learned. I hope that you'll give some thought as to whether or not this criticism is justified and what should be done about it if it is."

If pupil personnel workers are to play this important role, they must set aside time to listen to students. Some workers must spend at least a few days per year interviewing former graduates and dropouts in their homes and places of work as well as at colleges and should talk with parents and persons such as ministers and welfare workers who get significant feedback

on the schools and the thoughts of youth. We should set up periodic sessions which focus on how we are doing as seen by students and by teachers, and after these sessions we must consider possible modifications in our attitudes and behaviors that would help us better meet the needs expressed.

In recommending that pupil services assume a "climate checking" function in which student needs and desires are translated into program modifications and organizational improvements, we have retained a student advocacy role for pupil services. Times are changing, and students increasingly are representing themselves rather than employing an intermediary in confronting the organization. Yet students in Massachusetts typically remain unorganized. Where student groups are negotiating directly with administrations, such groups do not represent a total cross section of students. Thus, at least for the near future, pupil services will need to represent some segments of the student population who at present are inarticulate or silent. More importantly, perhaps, pupil services workers should avoid concern over the fact that more and more students will assume responsibility for planning and determining organizational directions. As this eventuality is realized, pupil services must redeploy its efforts in other directions such as programs for preschool children.

We definitely feel that schools in most communities have added pupil services to help meet needs at particular educational levels without considering that preventing problems might mean placing much more emphasis on preschool and elementary years and on campaigning for changes in the school structure. Further development in pupil services should occur only after the needs and priorities of the total structure have been determined. As needs change and there is less demand for service at a particular level,

pupil services should recognize these developments and redeploy its efforts rather than struggling to retain traditional programs. We see the need for pupil services lessening initially at the secondary school level, where students themselves are becoming more active and involved.

Special efforts should be made now to develop pupil services at the preschool level and during the early school years. We have known for a long time that children come to school with very different experiential backgrounds and with differing abilities to learn, but, unlike the past, we cannot tolerate a society in which large numbers of persons have been weeded out in the early grades and thrown on the economic scrap heap in their teens. To ignore the problem in a time of need for high level abilities, of rising levels of aspirations, and of an increasing recognition that government can do much to meet the needs of people--if it only will--is to invite revolutionary disorders. People have to find satisfaction in the things they do; they must find meaning and fulfillment in life if they are to enjoy this society and contribute to it.

Almost all parents want a better life for their children, but many have not learned the appropriate communication patterns for teaching their children effectively. Through outreach by professionals and paraprofessionals from the school and through involvement of part-time assistants and observers, many parents can be helped. Bringing students into educational programs in the second and third year of life may be the only alternative unless society is willing to assign to unproductive lives thousands of children who are capable of being normal. Benjamin Bloom's research indicates that remedial programs for disadvantaged children which start after the age of three have an uphill losing battle to wage--that the payoff is greatly reduced after the age of four.

It is well known, for example, that each child should be given appropriate physical examinations to identify dental, visual, and hearing problems, disease, and fatigue; that a child whose senses are impaired will have difficulty learning. We also know that an adequate breakfast and midday meal are important preconditions for learning. Pupil services has roles to play in these activities, in early intellectual screening, and in formulating programs which bring school personnel, parents, and community agencies together to assist children and to tackle major community problems affecting children's learning. In this screening and diagnostic function of pupil services in the early years of a child's life, emphasis must shift from categorization of pupils for the purpose of accommodating administrative needs for order and grouping to description and prescription for individual development. Diagnosis and educational prescription will likely remain one major function of the pupil services team.

Pupil services workers should take a more active role in building programs to develop positive mental health, while continuing their more traditional role of facilitating the teachers' efforts to enhance learning. Guidance counselors, school psychologists, social workers, and others across the state should be using their special training and experience. They should be teaching courses, credit or noncredit, required or voluntary, in areas of their competence: sex education, the effects of drugs, parent-child relationships, boy-girl relationships, racism, ways of understanding one's individuality, or the value of a subgroup's culture amidst pressures for conformity. They might contribute either single lessons or a series of discussions to a teacher's course in social or biological studies on topics of their unique competency. We expect teachers to serve as counselors at times; we should also expect counselors and other pupil

services workers to be teachers when they have specific material or insights to offer.

Pupil services workers should play a large role in developing a social and behavioral sciences curriculum for the schools. Psychology, sociology, and the related disciplines are developing a substantial body of knowledge, certain aspects of which appear particularly appropriate to the school curriculum. We need to develop concepts that are as useful for man to use in making decisions about himself and his interactions with others as are those currently available to use for making decisions in relation to aspects of his environment.

The professional associations in pupil services should initiate, in conjunction with university training programs, a Task Force on Goals for Pupil Services. This task force should be convened in 1970 to consider issues such as the above, with particular focus on (1) education for the promotion of mental health, (2) potential contributions of the social and behavioral sciences to education, and (3) pupil services programs for preschool and early elementary age levels. Specifically, we urge the president of the Massachusetts Personnel and Guidance Association to accept responsibility for convening this task force.



## ORGANIZATION OF SERVICES

- I. Every school district, regardless of size, should assign to one person other than the superintendent the responsibility for administration of the various pupil services. This person should be given authority commensurate to his responsibility, i.e., he should be in a position that will enable him to coordinate and direct program development. Depending upon school district size and structure, there may be alternative means of accomplishing this condition. Small communities, for example, may wish to combine this administrative function with others, such as responsibility for special education. This pupil services administrator should become the liaison between the school and the local community, other service agencies, and the various state departments.
- II. Schools should not attempt to include in their programs every type of service needed by children and families; rather, both school services and community services should exert influence toward seeking support for mutual development. Without adequate community resources the full potential of pupil services cannot be achieved, and vice versa. To accomplish such integrated development, increased cooperation at the State level is needed among the State Departments of Public Health, Education, Mental Health, and Public Welfare. The now almost defunct School Health Council should be transformed into a Children's Services Council.
- III. School districts should develop a master calendar which presents the sequential steps involved in initiating and staffing a pupil services program. A master plan will enable communities without pupil services programs or with minimal services to initiate or gradually expand services on a planned basis as rapidly as their resources will permit. Such a scheduled approach may help avoid haphazard and premature decisions. The creation of such a master plan for the district should be a first-order responsibility of the recommended coordinator of pupil services.
- IV. The organizational structure of pupil services should focus on function, not disciplines or professional identities. "What student needs require the expertise of health specialists, social workers, psychologists, counselors?" This question should set the direction for pupil services, not "What role should each specialist play?" Specialists should be secure in their own area of expertise but not be rigid about roles. Student needs (and thus pupil services functions) may differ from community to community across the state, and pupil services workers within the same profession may serve different functions depending upon the situation.

Thus, the proposed pupil services coordinator in each district should undertake an inventory of pupil needs as one major segment of his development of a master plan.

- V. We strongly support and encourage the state trend toward unification of school districts. Smaller school districts typically limit the availability of adequate pupil services. The minimum recommended size of 2,000 pupils (K-12) as suggested by the State is barely adequate; we recommend a minimum level of 5,000 pupils. The State Department of Education should assume an assertive rather than a permissive stance toward unification.
- VI. The nature of school district size and location in Massachusetts is such that a need exists for some form of service unit between the local school system and the State Department of Education. Precedents for such service units exist in the Boards of Cooperative Educational Services in New York and the Cooperative Educational Service Agencies in Wisconsin. Intermediate service districts should be established to provide pupil services personnel, as well as a variety of other educational specialists, for those districts that cannot support such professionals independently. We do not see the regional offices of the State Department of Education as being appropriate agencies to fulfill this function; instead, the regional offices should work toward developing cooperative relationships among districts which are necessary for the establishment of an intermediate service unit region.

Regardless of its size, each school system should designate a program coordinator. Small systems may decide to make this coordination function a part-time assignment, but in most systems the demands of the position will warrant a full-time person. Strong professional leadership is particularly important to pupil services program development. The National Association of Pupil Personnel Administrators recommends the establishment of a full-time coordinator as soon as possible and "certainly by the time the student population reaches 3,000, or when the number of pupil personnel staff exceeds 15 or 20 in number." The administrator responsible for pupil services should be directly responsible to the superintendent of schools and be a member of the superintendent's advisory council or cabinet. This person will often hold the title of "Assistant Superintendent for Pupil

Services." Smaller districts may choose to call this person a "director" or "coordinator."

In large school districts, administrative levels below that of the city-wide director may be useful. Within a single large school building, for example, the principal may find it effective to designate a person as the coordinator of pupil personnel services for that building, a position comparable to that of department head in an academic discipline.

Why is it important that pupil services be coordinated and be responsible to the superintendent? When schools were very small and families lived all of their lives in a community in which they were known, life was much more simple. Occupational choices were limited, and people were generally isolated from many of the value conflicts and complexities of modern life. As education has become a more important determinant of the individual's subsequent life experience, as society has come to have a greater need for skilled manpower, as the child's period of growth and development--his apprenticeship for adulthood--has been lengthened and made more complex, it has become necessary to provide youth with a greater variety of types of assistance. When we had only a nurse who controlled communicable diseases and a counselor who dispensed occupational and educational information, overlapping of services was not a serious problem; but today each of the professional groups assisting students has grown in its areas of competence and some of their skills and areas of concern overlap in a time-wasting fashion. Schools have become larger, departmentalized, and separated from the family and the community; without coordination, and a person responsible for it, schools may find it more and more difficult to do more than maintain their own organizational structures.

A need for leadership with both an administrative and innovative component has come to be recognized at the local and national levels. In 1960, after three years of study, the national Council of Chief State School Officers recommended that pupil services be brought together in coordinated programs. Many hundreds of school systems--250 in New York State alone--have organized their pupil services under a single director. Twenty-eight state departments of education, including those of all the large states except Massachusetts and Texas, have coordinated their pupil services at the state level.

The national professional organizations, groups which would have vested interests in defending their current practices rather than in promoting interdisciplinary cooperation, nevertheless have come to see that to provide quality services for youth they must work together. Seven years ago 19 national organizations involved with pupil services formed the Interprofessional Research Commission on Pupil Personnel Services and charged it with the responsibility of focusing on the child and his needs rather than focusing on the roles and job descriptions of currently employed practitioners. Its aim is to bring together people with diverse understandings, something which is needed if we are to broaden our view of each student and his world.

A balanced program which utilizes the skills of all of the pupil services professions must be developed. It is the responsibility of the pupil services administrator to move toward this goal. To do so he must see that the competencies of each service are capitalized on through such means as: (1) bringing others onto the school team, (2) making better use of the resources of other agencies in the community, and (3) expanding the skills of the present staff. The administrator must therefore not



only keep the operation running smoothly, but he must also be a facilitator of innovation.

The administrator of pupil services is needed to provide an organized decision-making process. "What seems to be the problem? What do we already know? What more do we need to know to arrive at a tentative educational diagnosis and treatment plan? How will we monitor progress and make modifications in our plan? What responsibility will each member of the pupil services and instructional team take?" The pupil services administrator must assist the school in keeping its focus on the optimum development and personal happiness of the individual during its attempt to provide the society with intelligent citizens and competent workmen. It is his responsibility to create in his staff a sense of professional commitment and a spirit of service which will bring persons of diverse skills together spontaneously to serve the student.

An effective program cannot be provided if many of the needed skills are absent or not readily available, nor if each staff member ignores the skills and activities of those who should be his colleagues. Policies must be developed, examined, and modified. Decisions must be made concerning testing, record-keeping, confidentiality, and staffing. If pupil services is to utilize the community's resources fully and if it is to work closely with families and with instructional and administrative personnel, someone must be looking at the total picture, someone must bring relevant people together to plan and act in concert, and someone must evaluate and suggest modifications in our present procedures. These jobs will seldom be accomplished unless someone in each school system is given this responsibility.



The same arguments for providing coordination at the local level also apply at the State Department of Education level. Pupil services have fallen behind in Massachusetts partly because there is no coordinated long-range planning at the State level. Only those systems which recruit their staffs widely and whose staffs participate professionally at the national level have been able to function successfully. Quality SDE personnel would have a statewide impact that would be proportionately far greater than the cost of their services.

We have not formally stated in this section the requirements for the local pupil services administrator, but we have outlined his major responsibilities. It would seem obvious that he must have a clear understanding of the major skills of pupil personnel workers or at least have a strong desire to gain this understanding. It would be very helpful for him to have gained professional competence in one or more areas of these services. It would also be necessary that he be the kind of person who brings people together and that he have the ability to plan as well as to carry through a plan. Academic training and experience in administration would be desirable. The pupil services administrator will have tenure in the system, probably as a practitioner in one of the pupil services, but he should not have tenure as an administrator. "New occasions should teach new duties," but when they do not and other skills are called for, the school committee and superintendent should be free to bring in the type of leader the situation calls for. The position statement on pupil personnel services prepared by the National Association of Pupil Personnel Administrators and reproduced in the Appendix to this report contains a more complete statement of the administrator's role and training.

The pupil services administrator in each district should, as one of his responsibilities, help coordinate the mutual development of both school and community services. Too often school personnel fail to support requests for mental health and other community services. Too often community agencies seek to have the schools take on functions more properly theirs, because the schools sometimes appear able to get the money more easily; then they criticize the schools for doing a different type of job than they would have done if they had been adequately financed. The public too often thinks that properly staffed schools eliminate the need for community resources. School personnel know that they do not but are often silent. Community agencies, governmental and private, must become partners with pupil services in schools.

To assist in developing more integrated development of school and community services, the Departments of Public Health, Education, Mental Health, and Welfare will have to cooperate more fully at the State level. The only joint cooperation between these groups that came to the attention of the study staff was a cooperative structure called the School Health Council. This Council is almost defunct as an effective, innovative structure. Its only visible accomplishment in twelve years has been the creation of a standardized health record form for public schools. As the Council was originally conceptualized, it was intended to be composed of the Commissioners of each department. This duty was quickly passed down to subordinates. Although the Council was organized to meet once a year, last year it failed to convene at all. The necessary lines of cooperation, communication, and awareness between these departments are still deficient, especially in areas of related activity. We recommend that the Commissioners of each department appoint one representative to a policy-making council

to replace the School Health Council. The proposed policy group might be called the Children's Services Council.

Schools should develop schedules for program development and, before programs are fully staffed, should establish priorities for the functioning of the pupil services workers already employed within the system. We cannot here define such schedules or priorities for all communities, since they should reflect the unique needs of a given community. Moreover, when the needs of a community shift, priorities should also shift. Pupil services staffs should therefore assume more of a task-force orientation, rather than necessarily maintaining their own professional identities. Organizational arrangements must become temporary systems, with sufficient flexibility to regroup as situations require. The proposed coordinator of pupil services in each district should regularly assess his community's needs and their influence on the district's master plan for pupil services.

Effective and efficient functioning of pupil services also depends to a great extent upon the size of the pupil population within a given district. Pupil services in small districts suffers from problems similar to those facing the instructional subgroups within the same district. Lack of colleague interaction and stimulation and of adequate administrative coordination and supervision, plus the fact that frequently multiple tasks are assigned to a single professional who may be skilled at dealing with only a segment of them, are among the more pressing of those problems. Psychologists and speech therapists, for example, because there may be only one or two in each district, feel this more keenly than do counselors or nurses, who typically have several colleagues within the district.

The State for some time has been encouraging unification of school systems through the creation of multitown regional districts. We strongly

encourage this trend and would suggest that cities and towns, wherever possible, consider 5,000 students rather than 2,000 as an acceptable minimum size. We realize that the more rural districts cannot achieve such a minimum size without undue transportation difficulties; nevertheless, we have observed that school districts appear to be more effectively run in the 5,000 pupil range. Not only do pupil services staffs operate more successfully, but such a pupil population size also warrants and permits more diverse instructional programs and adequate administrative structures. Excessive administrative duplication exists in the smaller districts where each superintendent needs to evolve budgetary, personnel, and related systems.

Despite recent reorganizations, districts are still too small in many parts of the state to provide specialized services. To provide services equivalent to those of the larger districts, the number of teachers and other employees per 1,000 pupils must be larger in smaller districts. Local people tend to think of the minimum standards of the state as being optimum for their situation, whereas, actually, notably larger districts should be considered the optimum. Continued reorganization into larger districts is called for: the formation of large suburban districts adjoining major cities such as Boston which merge city districts and adjoining suburban districts; and the continued organization of regional schools which include the elementary level as well as high school.

In conversations with educators in Massachusetts, we have received more opposition to this school district unification proposal than to any other. The comment is frequently made that "big education is not necessarily better education." We agree, in part, but would challenge such doubters to investigate carefully the larger administrative units that have been

developed in Massachusetts as a result of unification; in nearly every case, the regional school programs are more varied and of significantly higher quality. In fact, almost every position presented in opposition to regional schools has had a foundation in tradition rather than in sound educational planning.

Massachusetts has 389 basic administrative units for a total population of 5.4 million. Rhode Island has 40 administrative units for a population of 900,000. Of states with roughly comparable population sizes, Florida, for 6.1 million residents, has 67 basic administrative units; North Carolina with 5.1 million has 160 units; Virginia with 4.6 million has 132 units. Thirty-one of the 50 states have fewer administrative units. This means that Massachusetts has fallen far behind in the national trend toward unified school districts.

Even after very small school districts have been eliminated, certain functions will remain which can best be performed by an intermediate unit or board of cooperative educational services at a level between the State and local system. By an intermediate unit, we mean a level of school organization between the State and the local district, not necessarily coterminous with the county. The National Commission on School District Reorganization has defined the intermediate unit as "an area comprising the territory of two or more basic administrative units and having a board, or officer, or both responsible for performing stipulated services for the basic administrative units or for supervising their fiscal, administrative, or educational functions." Three-fourths of the states currently have intermediate units. Among the advantages of an intermediate service unit are the following:



1. Intermediate districts can provide best for most of the special education areas, because there are too few blind, deaf, crippled, etc., students in any given local district to make it feasible to hire a teacher or teachers.

2. Both the staff and the development of curriculum in the academic disciplines can be served by specialists with a high degree of training whom a single district could not afford to hire.

3. Educational, diagnostic, and remedial centers can be developed to work with speech pathology, language development, reading, and vocational rehabilitation. Similarly, social work, psychological diagnosis, and other areas of pupil personnel services require persons with a high degree of skill and function best when the persons involved have colleagues with whom to confer. In other words, professionals do a better job if they do not live in professional isolation, and an intermediate unit brings together an interdisciplinary mix which stimulates professional growth and hence better service to students and teachers.

4. There are a number of other possible values such as the possibilities for instructional and media centers, data processing systems, cooperative purchasing, staff development programs, and research and evaluation programs.

The pacesetters in demonstrating what can be done through intermediate districts in data processing, materials centers, special programs for physically and mentally handicapped children, and pupil services have not always been the very small rural districts; in a number of states the more heavily populated suburban systems have been most aware of what large intermediate districts could do to serve them. For example, 13 districts in Bucks County, Pennsylvania, with a combined enrollment of 82,000, created an intermediate district providing the aforementioned services,

as did 29 local districts with an enrollment of nearly 250,000 in Oakland County, Michigan. The intermediate unit in Erie County (Buffalo), New York has a staff of more than 250, and the Board of Cooperative Educational Services in the Rochester area is of similar size. Furthermore, the strength of the intermediate unit in these populous areas has grown rather than decreased; for example, many school systems able to hire from 1 to 3 psychologists or social workers still prefer to hire these services through an intermediate unit. What are the advantages which bring about this situation?

One is that even in systems of 10,000 to 15,000 pupils the number of children with some types of handicaps (sight problems, auditory problems, etc.) is rather small--and either through a special school or through the use of an itinerate teacher, the intermediate unit can provide more economical service. Also, in these specialized fields the professionals do a better job if they are in close contact with other professional help. The social worker sometimes needs to consult with other social workers, the psychiatrist, or others about his handling of a case, and this can be done more easily when an intermediate unit brings together a "critical mass."

The intermediate unit makes it possible to hire 7 man-days per week of time in a given area of service while the individual unit can hire either 5 or 10 man-days per week but nothing in-between. Then too, if a worker from the intermediate unit is not providing the type of service needed, he can be replaced more easily because he can merely be shifted to another district which places a higher value on the type of service he provides best.

Wisconsin, since 1947, has reduced its local districts from 6,000 to 570 and has abolished its 72 county intermediate districts and replaced

them with 19 Cooperative Educational Service Agencies. These agencies are governed by a board made up of board members from the local districts in the service area. As illustrative of what these districts can accomplish in the pupil services area, District #13 serving 18 school districts in parts of 4 counties with a pupil population of roughly 50,000 is utilizing large interdisciplinary teams of pupil personnel specialists that visit the schools on a consulting basis. Each team includes a half-time psychiatrist, an elementary school counselor, a social worker, a psychologist, a speech therapist, a reading teacher, and an itinerate teacher who takes the class when the teacher is discussing a child or a group of children with other members of the team.

Our recommendation regarding the creation of intermediate units must remain general. More precise discussion of the nature of these units and where they might evolve must await the report of the redistricting study currently sponsored by the Massachusetts Advisory Council on Education. We do want, however, to underscore the desirability of a high quality unit at a level between the State and the local district to provide certain services and specialized programs which the individual districts cannot adequately provide.

CENTRAL VS. DECENTRALIZED STAFFING

- I. School districts should assess the relative merits of central-office vs. building-based pupil services staffs. The critical issue appears to be the clarity of the administrative relationships that are involved. When a pupil services worker has a building assignment, his role should be developed cooperatively by the building principal, the pupil services administrator, and the worker.
- II. Within schools, pupil services workers should be less office-bound. They should consider becoming roving workers, going out to where the students are. Typical locations for student contacts might include classrooms, cafeterias, corridors, lounges, etc.
- III. Pupil services workers should avoid being building-bound; they should be free to work at will in the neighborhood making home visits, agency contacts, etc. This implies that some workers must work at different hours (and perhaps a different school year) than do teachers in order that they may better reach parents, employers, and others.

School-based, rather than central-office-based, staffs seem to be somewhat better received by their educational colleagues. When pupil services workers have frequent contact in the same setting, they often have better communication with and more understanding from teachers and administrators. Yet, all too often, pupil services workers have difficulties in their relationships with other educators.

One example of the factors contributing to the lack of full understanding between pupil services workers and teachers is the referral procedure. The pupil services worker receives a referral from a teacher, gives the student some evaluative testing, writes a report, and submits the report to the teacher. This procedure is frequently meaningless because of the teacher's expectation that testing will identify specific sources of the child's problem which can then be used to solve it; in fact, the testing frequently just confirms the teacher's observations while translating them into

psychological jargon. Even when the child receives continued attention from a pupil services worker, there often is no spectacular change, and the teacher begins to doubt the effectiveness of the entire procedure.

Another factor contributing to the lack of understanding between teachers and pupil services workers is the inability of the latter to articulate behavioral science knowledge into operational objectives. In the absence of clearly communicated goals, pupil services workers are unable to demonstrate their value except by reciting a few conceptual generalities or referring to several case study miracles.

Communication of pupil services goals and accomplishments seems to be best when pupil services workers are able to make frequent face-to-face contacts with teachers and administrators. The critical factor appears to be the quality of these relationships, not the fact that the worker is or is not based, or has an office, in the building.

Some students interviewed during the course of our study indicated that pupil services workers would be more successful if they were less formal, more highly visible, and more accessible. Getting to know students and their thoughts and feelings may be better achieved by informal contacts in corridors, cafeterias, lounges, etc., than by longer appointments in private offices. Although pupil services workers have long fought for adequate office space, telephones, and secretarial support--factors we too believe to be essential--we suggest that pupil services workers reconsider the delivery system for their services. It might be that some workers should work in nonoffice settings and that still others might serve best by making home visits and other community contacts.

Greater flexibility is needed in the delivery systems of pupil services programs across the state. Instead of modified or individualized work



schedules, time commitments, and freedom of mobility, we observed for the most part programs that were alike in their deployment of personnel, time, and space. We encourage pupil services administrators in Massachusetts to explore different methods for service delivery. For example, instead of dealing with individual students on an unscheduled basis, some school systems should attempt working with the family as the basic unit. Under such an arrangement, a pupil services worker would be assigned to a family and become the liaison between family and school. The worker would communicate regularly with the family, becoming known to the parents over a period of time, and thus be in an advantageous position to help the family avoid unnecessary stress or to deal with problems as they arise.

Some schools might wish to have all of their pupil services workers work out of a central office as consultants to schools. Others might wish to have all personnel assigned to specific schools. Some might use teams of specialists; others might hire only generalists. One school district might employ only school psychologists for deployment in elementary schools; a second, only psychiatric social workers; a third, only elementary counselors.

In effect, we are arguing for experimentation and testing of different structures and procedures for operating. At a time when no format has emerged as being of maximum utility for all systems, school superintendents should permit flexibility and variety in approach.

## FLEXIBLE STAFFING AND THE USE OF SUPPORT PERSONNEL

- I. To avoid the use of professional personnel for nonprofessional tasks, more clerical assistance must be provided.
- II. The use of other types of support personnel with training at the junior college or bachelor's degree level would also free the professional. Individual school systems, training institutions, and the State Department of Education should jointly identify tasks which may be performed by persons with less or different training than is required for performance of some of the pupil services functions. Schools should explore means whereby such paraprofessionals can be best utilized. Open-ended career ladders and opportunities for both pre-service and in-service training should be created for such persons.
- III. Specialists must not be limited to traditional roles, such as psychologists to testing, nurses to health rooms, social workers to home-community liaison. Some of these tasks may be performed by others with less training. Some tasks may no longer be vital, and there are new functions requiring the attention of pupil services workers. Within a given discipline some staff members will have particular competencies for working effectively with groups of students, with neighborhood groups, with the legal professions, etc. Therefore, there should be increased differentiation of function within a given pupil personnel service. While we hope that each staff member will develop a variety of skills, each should devote a major share of his time to the things he does well.
- IV. Staffing should move toward more flexible placement of specialists according to competencies, with a concomitant flexibility in salary ranges, thus making possible the retention of more highly skilled specialists.
- V. The pupil services team should be broader than it is at present. We recognize that cultural anthropology and sociology can bring new insights to our understanding of the youth and adults interacting in our schools and other social settings.
- VI. As schools add neighborhood people to their staffs as "paraprofessionals," they should experiment with variation in roles for these people. Schools need their ideas and a closer tie to the people they serve.

Provisions should be made to employ qualified clerical assistance for the pupil services programs in each school. At present school systems

frequently and ineffectively use expensive, highly trained personnel to perform tasks that could more appropriately be done by clerical assistants. In some cases, pupil services workers have too willingly assumed clerical duties. For example, although nurses in our questionnaire sample indicated that they spent 45% of their time on clerical functions, about three-fourths of them indicated that they were usually or almost always performing tasks consistent with the expectations of their professional associations; only 2% said many of their tasks were inappropriate. Such workers should be more forceful in making clear their need for clerical support. The immediate addition of clerical personnel will permit and encourage professional personnel to render quantitatively greater services.

Presently, except for a very limited amount of secretarial help, the members of the pupil personnel services team are a professionally trained group with a majority holding graduate degrees. Such personnel are expensive and scarce. Investigation has shown that considerable professional time has been spent in clerical, routine administrative, and similar duties for which the professional is overtrained and overpaid. In the years immediately ahead, therefore, pupil services teams should include a larger number of support personnel who will take responsibilities in a number of areas. For example, if the health services had a support person to screen eyes and ears and perform clerical tasks, it would free the nurse for more health education activities. Some aspects of scheduling and tasks such as keeping up the guidance library and helping students use it could be handled by aides. In social work, taking case histories could be handled by a support person, and there are tests and observations commonly made by psychologists which could be learned by less trained personnel. In the attendance area, routine attendance checking and most aspects of the school census could be

done by support personnel, leaving activities such as liaison with families and with the court to the professional.

In addition, the school's pupil services group has never had the time to contact parents as often as they should. Indigenous personnel who understand what the school is attempting and also understand the minority group culture can be of significant assistance in reducing the psychological distance between school personnel and families. The gap between parents, on the one hand, and teachers and students on the other as reflected in a recent Harris poll on the generation gap indicated the need for pupil services personnel to bring the parents' views to the school. One-way message carrying must give way to dialogue if we are to reduce intergroup tensions between classes, races, and generations.

Massachusetts should move toward the training and use of support personnel in pupil services. We encourage training programs such as the program to train counselor aides undertaken by Dr. Ronald Frederickson at the University of Massachusetts. The proposed Bureau of Pupil Services in the State Department of Education should stimulate universities and cooperating school districts to further pursue training and employment of support workers. The community colleges might be ideal locations for training of such persons.

Excellent precedents exist for the effective use of support personnel. Such persons are in wide use in Washington, D. C. An effective rationale and description of the use of guidance assistants has been produced by District No. 109 in Deerfield, Illinois, under the direction of David A. Cavins. The Colorado State Department of Education's Bureau of the Handicapped recently supported a project utilizing support personnel in speech correction. Because the Colorado project is typical of exploratory

attempts to utilize support personnel in pupil services, we will briefly describe this project.

In Fort Collins, Greeley, and Denver a dozen assistants in each city worked as an aide to a speech correctionist. The aides began with a three-week training course. It was agreed that they would generally not be used for certain tasks--stuttering children, for example--but there was still considerable latitude in how they were to be used by the professional speech personnel. The requirements were that the aide be a high school graduate, like working with children, and have a car available for moving from school to school. The teachers were not participants in hiring the aides.

While it was generally expected that the aides would spend the largest percentage of their time on clerical work, they actually spent 51% of their time working with articulation problems, 14% with language, 4% with hearing, and only 29% on clerical tasks. They spent very little time with rate and rhythm, professional contacts with families, and phonation. In articulation work, they were utilized for ear training, word and sentence drills, and carry-over practice. In ear training, aides drilled in the position of a given sound within a word and had children compare correctly and incorrectly produced sounds. They also engaged in story telling, flannel board activities, games with puppets, guessing games, tape recordings, etc. Aides discussed their articulation activities with the correctionists. Clerical duties included preparing dittos, stencils, therapy drills, announcements for parents; record-keeping such as noting in school folders appropriate information indicated by the therapist; and getting children from classrooms. In language development the aides used the Peabody Language Kit or Language Master in working on sequencing, vocabulary building, increasing auditory memory span, and sentence building.



There was a general, although not unanimous, acceptance of the aides by all groups--therapists, teachers, nurses, and administrators. Several therapists had reservations about aides, saying they lacked sufficient training or that they weren't necessary, but 80% indicated that they would like to continue to have the services of an aide.

Most aides also enjoyed the work; several decided to become therapists. The aides felt that the clerical duties they performed were helpful to the therapists and that their work freed the correctionists for parent contacts and for working with the children who had more difficult disorders. Half of the aides thought they were adequately prepared. Others wanted more stress on child development, sound drills, sound production, and articulation and felt that more observation and work experience during the training would have been helpful. Most felt fully utilized; all were impressed with the profession.

There are presently no national guidelines regarding use of support personnel. Since the use of aides will have to increase, professionals should establish such guidelines. School systems in Massachusetts should be willing to experiment with the use of support personnel and should identify work tasks and career lines appropriate to such personnel.

In addition to making wider use of support personnel, Massachusetts schools probably should move toward including a wider variety of personnel on the pupil services team of the future. A few districts in the United States already employ persons such as cultural anthropologists, sociologists, communications experts, and physical and occupational therapists. Which of these professionals will become a part of future pupil services teams, which will become aligned with other functions of the educational program, and which will remain functions of the community or the university remains

to be seen. The trend for the schools to accept an increasingly broader segment of society's responsibilities suggests that they may, out of necessity, come to utilize a wider range of professional talents.

Within most of the subgroups included in pupil services, there is a definite trend toward differentiating and utilizing persons at several levels of competence. For example, the full range of contributions which psychology could make to the schools cannot be expected of professionals below the Ph.D. level of training; in fact, perhaps only a team of Ph.D.'s from the various psychological specialties could provide a more nearly complete range of skills. Yet the great bulk of present and perhaps future work of school psychologists can be done competently by the type of person most typically found in school psychology today--a person with about two years of graduate training. Furthermore, unless ways are found to transfer some of the more routine tasks currently completed by these persons, there will likely never be enough of them to fill the needed positions. This means that at least three levels of competency are evolving in school psychology. Guidance, social work, health services, and special education are experiencing similar shifts.

Schools will need to recognize differences in training, competency, and effectiveness in establishing teams and career lines. To date, personnel policies in education are particularly primitive. Differential systems of reward and responsibility seldom reflect differences in staff competency and performance, and many young professionals leave the system because their accomplishments receive little formal recognition.

Flexible staffing according to levels and kinds of competencies is gradually emerging, and methods for training and using a variety of personnel must increase. Pupil services staffs must become more aware of and capitalize

upon the particular proficiencies of individual staff members. Although it seems appropriate that each specialist in a school play a given role based upon a set of preconcerted functions, all workers should remain partially open regarding some functions, particularly since there is obvious overlap. The team should be fluid and recognize that some individuals are more effective in discharging certain functions with different children than are others; thus the school nurse may be more effective on certain problems with some families than the social worker, the principal more effective than the counselor with some situations, and so on. Some functions, such as certain aspects of diagnostic testing and tutoring, should remain fixed, but counseling, consulting, observing, and teaching should be shared functions.

Paralleling the trend toward specialization and differentiation of competencies is another movement which emphasizes the value of the generalist. There is considerable evidence that guidance workers, psychologists, psychiatrists, social workers, nurses, and others have many skills in common, as well as some unique competencies, and that in practice they can and do interchange some duties. For instance, the problems which come to the attention of the school nurse are by no means always physical. When we asked all pupil services workers to list the reasons why pupils came to them, we found considerable overlap in reasons. Can the skills common to the various pupil services specialties be defined and training programs devised which will produce a "child development specialist" who will possess many of the competencies of the aforementioned professionals? Or will the school counselor evolve into this type of generalist, capable of accomplishing--with nonprofessional assistance--much of the work now assigned to psychologists, social workers, and nurses, using these specialists as consultants and freeing

them to concentrate on broader programs or more severe problems? The answer is not currently available, but we urge Massachusetts schools to move toward greater experimentation in this direction, particularly at the elementary level.

## SALARY LEVELS

- I. Pupil services workers should be placed on district teacher salary schedules in accordance with their training and experience; differentials based on position alone should be avoided. Given equal training, experience, time commitment, and performance, teachers and pupil services workers should be rewarded equally. Persons with additional responsibility for administration, training, and supervision should be paid more. Care must be taken to avoid placing pupil services workers on quasi-administrative salary levels and thereby possibly limiting their effectiveness. This recommendation should be situationally determined, since school districts vary considerably in the type of responsibility given to pupil services workers. Important criteria in determining salary levels are the nature of responsibilities and the complexity of human relations involved in the tasks.

Many Massachusetts school systems continue to grant higher salaries to guidance counselors and other pupil services workers than to teachers with equal training, experience, and time commitment. This situation is most likely the result of a high demand for, and a limited supply of, these specialists. The current strained supply-and-demand situation reflects both a rising recognition of the need for pupil services and a shortage of appropriate training programs in the state. Salary policies pertaining to pupil services in Massachusetts are inconsistent and poorly defined. The various professional associations should study this situation and develop more adequate policies.

In making the above recommendation we recognize the difficulties inherent in obtaining pupil services workers who are in short supply (such as school psychologists) without salary inducements; however, this supply-and-demand phenomenon also affects certain instructional subgroups. Once salary differentials have been granted, a tradition has begun. Thus, even where the personnel supply is now adequate to the demand, it is difficult to modify the existing pattern.



Salary increments for school counselors seem to create barriers between them and teachers, and their position is frequently seen as one step toward administrative positions. We believe it advisable for schools to consider teachers and counselors as comparable professionals who are simply performing different functions. There is a trend, however, for schools to employ counselors for a longer school year. Where this situation exists, they should be paid for this additional time at their regular school year rates. We do not believe that different working hours or a longer school day during the regular year merits a higher rate of pay.

The same arguments hold for school nurses, speech and hearing therapists, and attendance supervisors. School nurses in our study sample (following the national and state trend) are paid less than teachers with equal training and experience. Some schools are placing nurses on the teacher salary schedule and requiring a bachelor's degree. We encourage this trend and suggest that nurses be considered as equal members of school staffs. Attendance supervisors appear to be paid more than teachers who have equivalent qualifications, a fact which probably can be traced to the history of these positions, since they often were political appointments. A substantial proportion of attendance supervisors in the state are not college graduates. We suggest that school districts work toward a professional upgrading of this position and place attendance supervisors on the teacher's salary schedule whenever training and background are equal.

Some pupil services workers are paid more because it is assumed that their work is more demanding than the work of others. School psychologists in some communities, for instance, have frequent exposure to severely disturbed persons. They are also often cast in the role of consultant to parents, teachers, counselors, and administrators. Where a position requires

particular skills and involves very difficult human relations, salary modifications are probably in order. Yet practice varies widely, and it is impossible for us to state that all practitioners in a professional subgroup should be paid more. Local conditions will continue to influence practitioner functions, and salary policy will need some situational flexibility.

Some educators will be concerned over our failure to be precise about salary recommendations; yet we feel that professional practice must take into account local conditions and different levels of responsibility. Communities will never be all alike, nor will practitioners be used in the same way in every community. Flexibility of salaries based on genuine differences in responsibility and performance will always be warranted.

## STAFFING STANDARDS AND PATTERNS

- I. School systems should work toward achieving a ratio of one pupil services worker for each 125 students. The current estimated statewide ratio for Massachusetts is 1:455. Massachusetts cities and towns should establish reasonable schedules for achieving the desired staffing ratio. We suggest as minimal standards the following schedule for achieving the recommended staffing:

--in two years--	1:400
--in five years--	1:250
--in ten years--	1:125

The ratio of pupil services workers to pupils is nearly impossible to standardize because of the number of variables involved. Pupil services staffing patterns must be considered in the context of the total needs of a system. The program objectives and goals, the severity and frequency of special needs and problems, and the instructional staffing and facilities available all influence pupil services staffing decisions.

In the absence of objective evidence regarding staffing criteria, suggested standards for staffing must be based on the judgment of experienced practitioners. The National Association of Pupil Personnel Administrators recommends one pupil services worker for each 125 or 135 students. For a district of 10,000 pupils, NAPPA recommends 70-80 pupil services specialists and supervisors. Some communities have already made great strides toward achieving these standards and, therefore, will be able to reach this recommended ratio in less than ten years. We encourage the most rapid addition of necessary staff that is feasible.

Since Massachusetts communities are so different in their needs, we urge a periodic review by each community of its organizational and staffing arrangements to ensure that all pupil services functions have the staff adequate for achieving the objectives of the program. Such reviews should occur no less frequently than every five years.

Priorities for adding staff are also situational and difficult to define. Communities vary in the nature of services already provided, the financial strength of their tax bases, and the strength of their commitment to pupil services objectives. Another relevant variable may be the size of the community. School systems are required by law to provide (1) attendance services and (2) psychological services for assessment of students for state-mandated special classes; thus, these two services must be provided by each district.

Rural districts with low population densities may face special problems in staffing pupil services. Many times the district will be too small to use all the time of some specialists profitably. Several alternative solutions to this problem seem possible. First, a group of small school systems may cooperatively employ a pupil services specialist and share responsibility for his support. In such situations, caution is in order against inconsistent administrative relationships and an unmanageable work load. Second, small districts without a pupil services program might initially employ a generalist--a person with training and experience encompassing several of the pupil services areas.

The traditional approach to program organization is to hire a group of specialists who, working as a team, complement each other and therefore provide a higher quality of services jointly than would be possible by each working independently. Yet some small districts will not be able to utilize some of the specialist areas fully and will need to rely on practitioners who have a wider range of skills with perhaps less depth than a specialist. In Arizona, for example, small districts are served by persons who attend a university for a year to receive training in two areas of specialty such as school psychology and counseling, or remedial reading and social work,

or speech correction and education of the mentally handicapped. Typically, these practitioners in dual specialties have been employed in the rural district for a number of years before entering such a program, because another of the rural district's problems is that it has difficulty attracting and holding specialized personnel.

A major factor affecting this recruiting difficulty is that specialized personnel often want some supervisory assistance in their early years of practice and in some cases must have it if they are to be recognized as fully qualified practitioners. Almost anyone working in a specialized area benefits from frequent professional contacts with colleagues, and this is difficult to achieve in an isolated situation. Professional meetings also tend to be held in major population centers and are thus more difficult for practitioners in remote areas to attend. Factors less easily dealt with are the tendency for urban and suburban areas to pay higher salaries to specialists, and the tendency for professional people of all types to avoid settling in communities which directly or indirectly restrict their freedom.

Such conditions provide further argument for the unification of school districts, the development of some form of intermediate unit, and the necessity for cooperative state/local funding. Intermediate units make it possible for a specialist to work within his area of competency, provide him with colleague relationships in his own and related fields, and allow him to work in several settings which add variety and a sense of freedom in his work.



PROFESSIONAL ASSOCIATIONS AND THE MAINTENANCE OF STANDARDS

- I. Professional associations in Massachusetts should be commended for their activity in developing policy statements, certification requirements, and the like. We recommend strong future action in promotional activities, public relations, and legislative consultation.
- II. The associations have typically assumed a permissive stance toward the maintenance of standards. Provisionally or marginally certified personnel have been employed regularly by schools with little note taken by the associations. The associations must assume greater leadership responsibility for and exert greater pressure in the governance of the professions involved in pupil services.

Professional associations representing the various pupil services in Massachusetts have been active in developing policy statements, in preparing certification recommendations, in informing their membership. We strongly urge the support of newsletters such as those distributed by the Massachusetts School Counselors Association and the Massachusetts Personnel and Guidance Association. Local information and stimulation provided by such media are badly needed in the state.

Generally, the associations have had minimal impact in influencing pupil services development at the local community level. They have not been active in promoting pupil services in the areas where the development of pupil services has been poor. If change is to occur, associations must assume greater leadership and exert greater pressure in program development.

Professional associations in Massachusetts should undertake an extensive critical analysis of their present relationships with the Department of Education and the State Legislature. Efforts should be made to identify or to create means of gaining a more effective voice in establishing professional policies and regulations within the state. Only in recent years have the associations recognized the need for strong legislative committees; the Massachusetts School Counselors Association should be commended for its

progress along these lines. Such committees should be expected to prepare drafts of needed legislation as well as react to relevant bills submitted by other groups. The professional associations should develop closer working relationships with the legislative committees on education and mental health. We also commend the initial efforts of the newly formed Massachusetts Personnel and Guidance Association in its attention to proposed legislation.

The professional associations should initiate cooperative activity with the universities and the State Department of Education to establish better methods for governance of the professional subgroups in pupil services. For example, the associations have typically assumed a permissive stance toward the maintenance of standards. Provisionally certified personnel have been employed regularly by schools with little note taken by the associations. If the associations are to gain the respect of their constituency, they must accept partial responsibility for observation and control of the quality of training that practitioners have had.

It appears that all of the professional associations representing pupil services subgroups in Massachusetts use similar and fairly standard means of reaching their goals, and the question is whether a greater variety of approaches and more intensive efforts might not result in greater accomplishment. Of course, the chicken-and-egg problem will persist and can serve as an excuse for inactivity if people will let it: professional organizations claim they must have a large membership before they can make an impact, and prospective members want to see proof of accomplishment to be assured that the organization can do something for them before they invest in membership.

Public relations must have higher priority in the activities of the professional associations. A person need only work in pupil services for

a brief period to become fully convinced of the great need for such services in our schools, and many pupil services workers claim they are doing an effective job; yet there is considerable complaint that teachers, parents, and school committee members do not understand or see the need for such services. While it is true that Americans have been slow to recognize their right to mental health and take on the responsibility of providing for it, it is questionable whether professional associations have done all they can and should be doing to sell their services to the public. Professional organizations best know which individuals and programs excel in the state and could act as broker in getting the most talented and convincing practitioners to serve as consultants to nearby fledgling programs. Also, there is no reason why newspapers, television, and other forms of "irrational publicity" to which great masses of people are exposed should not be used, as the National Institute of Mental Health has just begun to do.

If one of the aims of professional groups is keeping abreast of innovations and substantive research, it would seem that someone or a committee would be charged with the responsibility for regularly reviewing current publications (not just those within the specialty but, even more important, those related research publications that most practitioners do not review regularly) and sharing their findings, perhaps via a newsletter.

The most frequently used device among professional groups in Massachusetts is the periodic evening meeting or one-day conference on a topic of interest. It has been fairly well substantiated that if an association brings in the most famous leaders to a meeting, members will attend in numbers sufficiently great to guarantee solvency; yet we question if there are not other ways which might accomplish more. We know that students frequently do not evidence learning and attitude change simply by listening to a lecturer,

no matter how exciting he may be. Listening to a speaker with whom one agrees reinforces one's attitudes; when listening to a speaker with whom one disagrees, it is much easier to tune out than to consider objectively the ideas presented and to reconsider one's own position. Most research indicates that genuine involvement is the key to attitude and behavior change. Furthermore, the most pressing problems in school districts are often not theoretical ones which can be considered in large groups but organizational and relational ones that must be dealt with directly. Again, because the professional organization has the most reliable and extensive knowledge on good people and programs, it has the possibility of playing the broker role in providing assistance to systems in need. Skilled practitioners from one district would be more willing and able to offer assistance to another district if professional association leadership would intercede with the superintendent in the former district to convince him of the value of this service.

One rarely reads professional literature in education which does not lament the paucity of high quality research. Priorities in individual districts often do not allow for hiring a skilled researcher. Graduate students in education are, at some point in their training, usually required to involve themselves in a research project of their own choosing. While doctoral advisors continue to despair at the topics selected, practitioners despair at being bothered constantly to cooperate in projects that may be learning experiences for students but are of little value to them. Experienced practitioners know better than inexperienced students what research needs exist, and the professional organization is a logical avenue for analyzing these needs and then soliciting the cooperation of departments within universities to get them carried out.

Education has always been and will continue to be closely linked to public funds and therefore to the legislature and elected officials, though if often seems that educators are the last to be aware of this fact. Professional associations could play a valuable role in encouraging state legislators to become expert in and therefore make a name for themselves in the field of education, as is the case in many other states. The associations frequently lament that no one seems willing to champion the cause of pupil services in the legislature; yet they have done little to remedy the situation.

Practitioners in all specialties have agreed that the need exists for a spokesman for the entire pupil services team, and the recent joint meetings of several of the associations show that groups are beginning to look to cooperation broader than their own disciplines. Hopefully, other organizations will follow suit. Yet Massachusetts at present has no professional organization which speaks for pupil services as a whole. The Massachusetts Personnel and Guidance Association does have the potential for representing all the pupil services subgroups if its current leaders so desire and if other specialists are willing to support an association which has its foundations in guidance and personnel work. Current MPGA leadership must ensure against school counselor domination of the Association.

Comments by pupil services workers on the tentative recommendations of this study indicated almost unanimous agreement that a Bureau of Pupil Services at the State level is vitally needed and that the efforts of the professional associations would be enhanced by such a Bureau. Yet the professional associations have done little in the past to encourage the creation of a Bureau. It is now clearly evident that the professional associations must cooperatively encourage such developments if they are to be realized.



STATE DEPARTMENT OF EDUCATION

- I. Pupil personnel services should be regrouped as a unit within the State Department of Education. We recommend the establishment of a Bureau of Pupil Services within the Division of Curriculum and Instruction. Included in this Bureau would be school counseling (transferred from the Bureau of Elementary and Secondary Education); speech and hearing services and school psychology (transferred from the Bureau of Special Education); school adjustment counseling (transferred from the Division of Youth Service); vocational/technical school counselors (transferred from the Bureau of Vocational Education); school nursing (in cooperation with the Department of Public Health); and attendance (to be created).
- II. Those persons to be employed in the proposed Bureau of Pupil Services should be persons with a basic grounding in one of the pupil services disciplines who can also serve as generalists competent in establishing organizations for pupil services. It is less important that there be a person to represent each discipline in the Bureau than that those employed be creative in establishing consultative relationships with school systems.
- III. The State Department of Education should develop a consulting structure whereby leaders in exemplary school districts and universities may be employed by the State on a per diem basis for up to thirty days per year so that they can be available to school districts on a consultative basis. Since the State Department of Education will probably never be able to employ the most expert administrators and practitioners in pupil services, such a structure would enable the State to provide those communities desiring program development with access to creative leaders.
- IV. The State Department of Education should be granted increased financial flexibility to attract and retain highly skilled personnel. Present staffing patterns and high turnover reflect rigid salary schedules, poor advancement procedure, and the general unattractiveness of current work arrangements.
- V. Substantial increases in salaries are essential if the State Department is to attract skilled personnel. Differentiation in position levels should be increased so that promotion of the more competent is possible. A career ladder such as the one in New York State is needed in the State Department of Education. The State Department of Education also needs improved personnel policies to increase morale and holding power. Flexibility in working hours, provision for sabbatical leaves, more

adequate travel allowances, better opportunities for expert supervision, improved in-service training, and related staff development policies are badly needed.

- VI. The existing trend toward decentralization as demonstrated by the establishment of regional offices of the State Department of Education and other state agencies should be encouraged. An increasing degree of autonomy in program development should be granted to these regional offices; they should avoid becoming another layer between the local school district and the Boston office. We support the reorganization of state government, as put forward by the Office of Planning and Program Coordination, which proposes the merger of state agencies which have highly related responsibilities.

Early in 1970, the Commissioner of Education should designate a task force composed of representatives from training programs, professional associations, local communities, and the State Department of Education to design specific plans for a Bureau of Pupil Services within the State Department of Education. This task force should convene in the Spring of 1970 and should have specific plans ready for presentation by late summer. We encourage the Commissioner to grant financial support to this task force so that it will be able to utilize consultants from the National Association of Pupil Personnel Administrators and the pupil personnel services units in the New York and Connecticut Departments of Education.

Because of the recent reorganization of the State Department of Education (as a result of the Willis-Harrington report), we are initially recommending a Bureau rather than a Division-level unit. Within the next three years, the proposed Bureau should undertake the proposed development activities outlined in this report. Within five years, the Bureau should be removed from the Division of Curriculum and Instruction and be established as an autonomous Division, headed by an Assistant Commissioner. Special attempts should be made by the Commissioner during 1970 to recruit a vigorous pupil services administrator to provide leadership for these efforts.

A salary in the range of \$20-23,000 would be required to attract such a person, given the present shortage of qualified personnel. The present study directors are willing to assist in such a recruitment effort.

Although it is not possible to predetermine the various functions that the proposed Bureau of Pupil Personnel Services will perform, we can identify at least four major areas: regulation, service, development, and public support.

We believe that regulations, guidelines, and minimum standards are useful in establishing bench marks for developing equal educational opportunities for children within the Commonwealth; unfortunately, most state departments have had to struggle just to ensure that these routines or procedures are followed. We would prefer to see this newly formed Bureau emphasize desired outcomes. For example, student-counselor ratios are less important than the result of the student-counselor interaction, so that, in working with clienteles of various sizes, different approaches should be tried. Similarly, student performance is of greater concern than student attendance. Accordingly, the Bureau of Pupil Services should establish regulatory procedures using performance criteria rather than resorting to the "numbers game" of ratios or head-counting.

Along the same lines, we question such regulatory procedures as the NDEA Title V guidelines for adequate testing programs. It is not what tests are given to students at particular levels that is important. What is important is the effect this testing has on the development of the students involved.

Since it appears that the State Department will probably never have sufficient qualified personnel to conduct meaningful visitation programs to all schools each year, we feel the Department should adopt new strategies.

It would be better for Bureau supervisors to visit school systems every five years for an in-depth study rather than visiting every year for a two-hour courtesy call. The less frequent visits by a team of specialists would enable more intensive evaluation and collaboration with local staffs in planning for further development.

The Bureau's service functions might include advising and consulting on individual projects or with groups, publication of newsletters and other aids, and dissemination of research findings. One method of effecting dissemination of ideas and programs that has seen little use in Massachusetts is through demonstration centers.

Demonstration centers should be developed in a variety of settings; funded by grants from the Bureau, these centers should challenge exemplary districts to become even better. Model pupil services programs should be developed in urban and rural areas to demonstrate to similar communities the possibilities available. These centers might serve as cooperative training facilities for university training programs and would enable the development of some interdisciplinary internships.

In-service education for pupil services workers should also be fostered by the Bureau. Increased use should be made of persons with special skills who could be employed on short-term contracts to provide seminars, conferences, and the like; these programs should be held on a regional basis.

The Bureau should also stimulate research. We see the Bureau identifying research problems in the pupil services area, selecting appropriate research talent, and contracting with the outside agency or person to have the problem investigated. We do not see the Bureau engaging in basic research itself.

Newsletters serve as effective information service devices for some states such as New York. These must be well done, however, since materials

distributed by some states are seldom read. Perhaps this function could be served through the newsletter of the Massachusetts School Counselors Association, the Massachusetts Personnel and Guidance Association, and other professional associations, with the cooperation of the Bureau.

Planning for development is almost nonexistent at the State level in most states. The Bureau should make plans for implementing the guidelines identified in this report and should, in future years, further extend the master plan for pupil services initiated by the current study. Goals should be set, procedures identified that will achieve those goals, and continuous evaluation of progress undertaken. Most state departments, like local programs, are crisis-oriented, and programs develop in response to the opportunities or pressures of the moment. Seldom are long-term programs ever discussed. We hope the proposed Bureau will create the more specific program plans needed to realize the goals that have been rather broadly outlined in this report.

Public support functions are vital to the Bureau's success. The Bureau must concern itself with general public relations, political activity with the legislature and governor, and interagency relations with other departments within the State, regional education labs, and other federal programs. State Department representatives in pupil services must begin to appear at hearings in Washington. The Bureau must establish a liaison with the U. S. Office of Education, so that the State can engage in policy development and not solely in implementation.

To demonstrate what pupil services is capable of accomplishing, we suggest that regional demonstration teams of pupil personnel workers be established in each of the state regions. Each team would work with a group of schools that was small enough to make it possible to demonstrate to them what they were capable of accomplishing. After a short period of



time the local school system or systems served would gradually take over a share of the cost, thus freeing state money for the establishment of another team in another part of the region. This regionality should, with the assistance of publicity from the State Department and of regional conferences organized by the Department, make it feasible for each school system to examine, and make adaptations from, the work of these teams.

The personnel policies of the State Department must be revised. The Department needs greater freedom to spend its money as its leaders think wise. Salaries at the State Department level must be raised radically. At present state supervisors of the various services have salaries barely above the state average, salaries far too low to attract or hold persons from either urban or suburban districts; thus the few people available often do not have either the time or the expertise to assist the local school or training institution professionally to any significant extent.

One way of helping the State Department to remedy this predicament is to make it possible for the Department to hire on a temporary basis, each for from 5 to 30 days per year, persons from training institutions and strong local programs to provide leadership services to other districts. The Department should follow Illinois' lead in serving as a clearinghouse for coordinating university professors and community program practitioners so that they can provide consultation and in-service training services on a released-time basis. For example, university personnel might be employed for field services by the State for the equivalent of one day per week. Similarly, program directors and practitioners in school settings might be released for a week or two per year to be loaned to communities where programs are in early stages of development. They might serve as resource personnel to school committees, superintendents, parent groups, and the like.

State Department personnel would reduce their short-term visiting of districts as much as possible and would concentrate on visiting the districts which asked for assistance. As often as necessary they would call upon others to join them in providing the most expert assistance available. In other words, they should show the flag less often but offer more significant help when they come.

Since part-time employment of professionals from outside the State Department of Education would enhance the functioning of all areas of the State Department, and not pupil services only, we urge the Commissioner and the Board of Education to make every effort to obtain such discretionary funds for the Department. If the Bureau is to utilize part-time professionals in training, consultation, and research, it must establish competitive per diem rates. Hourly and daily rates must be realistic if the State is to attract well-qualified personnel to work for one or two days a week. A range of from \$50 to \$100 per diem, depending upon the level of professional experience and expertise involved, is suggested.

Two possible ways of providing services more cheaply are to use paraprofessionals in the Department to perform some of the regulatory functions under the supervision of the professional staff, and to use advanced graduate students as interns in the Department for a year or, at most, two years. Doctoral students from local universities should be able to enter paid internships in the Department; their presence would provide a continuous source of fresh ideas and insights regarding current programs.

In time, the State Department of Education and the proposed Bureau of Pupil Services will need to respond to the needs for reorganization of state government that have become evident in Massachusetts. We believe that the proposal made by the Modernization Task Force under the Chairmanship of

Robert Casselman to the Office of Planning and Program Coordination provides a useful framework for state government, because it brings together those state agencies which have similar responsibilities. Under this plan there would be eleven groupings of state government, each headed by a cabinet officer, rather than the present 305 administrative entities, 173 of which report directly to the Governor.

Two of these proposed groupings are of special interest to pupil services. One agency, the Department of Educational Affairs, is designed to provide a coordinated, integrated system of public education for citizens of all ages and to interrelate this system with other institutions involved in education or designed to enrich the cultural quality of the environment. The other agency which would especially involve pupil services is the Human Services Department which would be responsible for counseling services, other than those found in school settings, for persons of all ages; activities affecting the health of the public; rehabilitation services; provision of institutional care; and welfare. It is obvious that these two departments would have to work very closely with one another, something which has by and large not occurred in the past.

In our proposal calling for the creation of a Bureau of Pupil Services in the State Department of Education, we recommend that school adjustment counseling be transferred from the Division of Youth Service. Under the proposed plan for total reorganization of state government, this program would probably be placed under the Human Services Department. We feel such a location would be inappropriate. School adjustment counselors work in elementary schools with children who have special needs and with the adults who influence their lives. We believe that these counselors are seen and see themselves as part of the school program and therefore, if total

reorganization of state government occurs, should become a part of a coordinated program of pupil services in the proposed Department of Educational Affairs.

Similarly, we see school health services as an important aspect of the pupil services team and therefore would like to see the persons responsible for school nursing and other school medical services become a part of this to-be-created Department of Educational Affairs. If they stay in the Human Services section, we would hope that a much closer liaison with education, public and parochial, would be fostered.

Another suggestion for reorganization that has been widely discussed calls for the state to be divided into seven major regions and for each department of the State Government to locate its regional offices in the same physical location, thus making cooperation between agencies such as mental health, physical health, education, employment, and welfare easier. We support this recommendation. Just as it has been found that pupil services are most effective when they are close to the teachers and pupils they serve, so we think consultant help from the State Department should be as close as possible. Regional offices, however, should be able to make most decisions on their own, rather than merely being intermediaries with Boston.

It perhaps will not be possible to place a full pupil services team in every regional office of the State Department of Education, but persons from perhaps two or three disciplines could be at each location, and there could be some informal teamwork across regional lines.

## PERSONNEL RECOMMENDATIONS

### A. Attendance and Child Accounting Services

- I. Attendance supervisors are experiencing an increasing professionalization in Massachusetts and throughout the nation as better trained personnel are employed and the profession moves from the truant officer to a social work approach. This trend should be supported by: assigning responsibility for working with local supervisors of attendance to a person within the Bureau of Pupil Services in the State Department of Education; upgrading certification requirements; strengthening the professional organization (the Massachusetts Supervisors of Attendance); and having the SDE institute short-term in-service educational experiences for supervisors.
- II. Exclusion from school has long-term consequences. Attendance supervisors need to develop more creative and systematic procedures for dealing with situations that lead to student suspension and exclusion and for using suspension as a time to seek new approaches. At present, urban areas have sizable numbers of excluded students for whom the schools manifest little concern. Shifting students from school to school with adjustment transfers has the illusion of ameliorating problems, but often the basic problems of these students remain untouched. Although adjustment transfers may sometimes be necessary and useful, such steps should be carefully considered and should not be employed as a simple administrative maneuver.

There should be more feedback from attendance supervisors to the school staff and to the staffs of other community agencies.
- III. In each large system or in more rural areas within each region, one or more supervisors of attendance should specialize in relationships with the courts and court-related agencies.
- IV. Schools need increased flexibility to allow work-study students to obtain part-time employment in a wider variety of work settings. Existing laws relative to part-time employment of persons under sixteen should be changed to permit students under sixteen to obtain part-time work experience in a variety of work settings from which they are now excluded.

Among those supervisors of attendance involved in their professional association there is a growing tendency to assume a social work orientation. We applaud this trend and have sought means of encouraging it. Supervisors have reassessed the authoritarian legalistic stance toward enforcing compulsory



attendance laws and are moving toward investigation and amelioration of the causes of nonattendance. Increasingly, as they interact with their colleagues on the pupil services team, they are concerned about health conditions and the psychological-sociological factors affecting attendance and therefore need additional training in social work, psychology, and techniques such as sensitivity training.

State law requires that each town employ a supervisor of attendance, but no individual in the State Department of Education has responsibility for enforcing this, and professional qualifications are so minimal that a majority from our questionnaire sample did not graduate from college. Thus, great diversity exists among districts in the progress they have made in developing professional attendance services. The SDE grants little formal recognition to attendance services beyond its concern with the pupil accounting data that serves as a basis for determining the distribution of state support of public schools.

Ultimately the professional identification of both supervisors of attendance and school adjustment counselors should be that of social work, and the title school social worker should probably replace those in present use, but, for the present, attendance supervisors should have the same level of training as that required for adjustment counselors. While upgrading certification will require a "grandfather clause" to protect existing workers, the SDE Bureau of Pupil Services should work closely with the Massachusetts Supervisors of Attendance organization in upgrading skills. Workshops on school law, drugs, sensitivity training, and human relations skills should be sponsored and planned jointly, and the SDE should provide funds to bring in needed resource people. At present only about 35 of the association's 200 members attend professional meetings regularly, but this could be changed if assistance and incentive were provided.

Some towns are overly concerned with attendance record-keeping at the expense of attendance problem-solving. Clarification of priorities is in order; problems leading to truancy are not alleviated by accurate records. Wherever possible, cities and intermediate districts should employ electronic data processing methods and clerical personnel to sharpen and simplify accounting and record-keeping procedures, while the professionals focus on investigating and solving problems of which one symptom is poor attendance. A computer can easily be programmed to identify children who are often absent Friday afternoon, those who frequently miss half days, or those who have frequent absences. It can also spot immediately those whose past attendance has been poor, and who therefore should be followed up immediately.

Schools need more feedback from their dropouts as well as their graduates, from the students for whom school is an unpleasant experience and from their families. They need feedback from those in the community and in agencies who have close contact with the unsuccessful ones. As persons who do get out into the community, attendance supervisors could become a significant source of information needed to modify administrative policies and the curriculum. They might well take on the responsibility for student follow-up studies, studies which have traditionally been the task of counselors, but have seldom been carried out. The Newton Public Schools have developed follow-up procedures which other communities would find useful in modifying their programs.

We recognize that a segment of the attendance supervisors in the state argue that some families respond only to stiff legal mechanisms and that what is needed is a more rigorous enforcement of attendance laws. Although more rigorous legal enforcement might lead to more bodies in the classrooms, we think that attendance personnel must assist their colleagues in dealing with causes and solutions which change the learning experiences of students.

In districts large enough to have a full-time supervisor of attendance, he should be the school's liaison with the court-related agencies; in larger districts, a single attendance supervisor might perform this function. The legal system is another large complex system, and it is uneconomical to expect every counselor and principal in the district to learn how to work effectively with it. Someone ought to collect relevant information concerning pupils with whom both systems are concerned and to funnel information back and forth. Preferably this person would be able to speak with some authority for the school system, be able to say, "We will test him and send you the results," or, "We will seriously consider transferring him to another school." Often it is helpful to have someone from the schools present at court hearings. It wastes too much staff time to have building personnel such as counselors sitting in court waiting for a case to come up, and there are too many counselors in a city for the court to relate to each of them.

One method of providing greater flexibility for dealing with older students having attendance problems is through the use of work-experience programs. Such programs warrant far more development throughout the state. Attendance supervisors might consider relating to such programs by working toward modification of existing laws relating to work permits and by expanding their jobs to include observation and supervision of students in work settings. Existing laws relative to part-time employment of persons under 16 years of age need to be changed to provide greater flexibility; work-study students under supervision should be allowed to obtain part-time employment in a wider variety of work settings.

The following are several of the laws (in simple terms) pertaining to the employment of minors:

- a. All children between seven and sixteen years of age shall be in school during the hours school is in session. (Gen. Law Chapter 76, Section 1, 1941, 463)

- b. Only by written permission from the Superintendent of Schools, or his agent, may a pupil between fourteen and sixteen years of age be allowed to work during the time school is in session. (Gen. Law Chapter 149, Section 86, 1921, 35)
- c. No minor between the ages of fourteen and sixteen may be employed in a factory.
- d. No children under fourteen years of age may be excused to work during school hours. (Bulletin No. 12, No. 232, Department of Education)

The above are just a few of the set of laws that emerged from child-labor abuses in the early 1900's. Some are no longer relevant in a period when it is possible for schools and employing agencies to develop cooperative programs. We urge the Massachusetts Supervisors of Attendance Association to review existing laws governing employment of minors and to recommend modifications wherever they are desirable.

Another potential area to which attendance supervisors might respond is the current concern over integration which probably will lead to increased use of open enrollment and administrative procedures such as bussing. We suggest that many of the skills that attendance supervisors possess would be useful in the supervision of these procedures.

#### B. School Adjustment Counseling Services

- I. The School Adjustment Counseling Program should be transferred from the Division of Youth Service to the proposed Bureau of Pupil Services within the State Department of Education. Legislation will be required to effect this transfer. The Program should retain its unique identity and purpose and should not be merged with elementary guidance. If program titles change, this program might be called "school social work."
- II. The State Department of Education should encourage the establishment of a cooperative training program for school adjustment counselors with one of the schools of social work and several cooperating school districts.
- III. Not all school social workers should serve the same functions and clientele as do the school adjustment



counselors; some may prefer working with all types of troubled youth and their families, not just delinquents. Many children who are not delinquency-prone need the services of a social worker.

School adjustment counselors in Massachusetts perform many of the functions of persons called "school social workers" in other states. The primary distinction between these two groups is that school adjustment counselors were instituted for the express purpose of developing preventive programs for predelinquent children and their families.

Since its inception in 1955, the School Adjustment Counseling Program has received its State-level leadership from the Division of Youth Service. With the advent of the proposed Bureau of Pupil Services in the State Department of Education, we recommend the transfer of the School Adjustment Counseling Program from the Division of Youth Service to this new Bureau. We strongly feel that this program should retain its unique identity and purpose and should not be merged, either intentionally or accidentally, with elementary guidance. If the program eventually undergoes a title change, it might be called "school social work."

The delinquency-prevention focus of this program has been one of its strengths and should be retained. Many procedures of this program have been precisely those we wish to encourage: interagency coordination, school-family liaison, student advocacy, environmental intervention, etc. We would not want the proposed transfer to be the cause for dissipation of these emphases; for this reason, it is critical that those persons currently responsible for State-level program leadership within the Division of Youth Service also be transferred and given similar program responsibilities in the Department of Education. If the program gradually evolves into a "school social work" framework, we see the program encompassing professionals who will retain the delinquency-prevention orientation as well as those who may prefer a more general clientele and responsibility.



A major training problem exists within the Commonwealth for the in-service and continued training of school adjustment counselors; at present, the only graduate-level course offerings in the state are for full-time students. Efforts by the staff of the Division of Youth Service to encourage part-time training programs have been unproductive. If the program is transferred to the proposed Bureau of Pupil Services, we suggest that the Bureau encourage the establishment of a cooperative training program for school adjustment counselors with one of the schools of social work and several cooperating school districts. Supervisors of attendance and school social workers with responsibilities wider than delinquency prevention might also be involved in such a program.

#### C. School Psychological Services

- I. The quality of school psychology in Massachusetts is very uneven. Psychologists vary greatly in the functions they perform from one school district to another. State Department of Education leadership is vital. We recommend the transfer of school psychology supervision from the Bureau of Special Education to the proposed Bureau of Pupil Services. We also suggest that certification of school psychologists revert to the position maintained several years ago when applicants were certified jointly by the Departments of Education and Mental Health.
- II. "School psychologists" in some school districts are, in fact, psychometrists who spend most of their time in pupil appraisal functions. We recommend that the position of school psychologist be upgraded to include responsibilities for development of preventive mental health programs, for staff consultation services, and for research on school climate and pupil progress. Psychometric services are still required, but should become the responsibility of a lesser skilled person.
- III. The Massachusetts Association of School Psychologists and the Massachusetts Psychological Association should provide more vigorous leadership in establishing standards for professional personnel and practice in schools. The associations should endeavor to develop, in cooperation with universities, new or enlarged training programs that will help alleviate the current shortage of well-trained school psychologists.

The training and responsibilities of school psychologists in Massachusetts vary greatly. Training varies from the master's degree to the post-doctoral level, and salaries vary accordingly. We feel that some regulation and differentiation of positions is in order, but recognize at the same time that the regulation or raising of standards in the presence of a severe manpower shortage may be fruitless. In fact, there is evidence that states which have adopted the recommendations of the American Psychological Association for doctoral level training have been unable to recruit persons of this caliber for their schools.

In light of this situation, we recommend some differentiation of levels within school psychological services. A typical staff might employ only one doctoral level psychologist, who will act as a supervisor and coordinator of a staff of persons who have completed an appropriate master's degree and well-developed internship experiences. Yet training opportunities for school psychologists in Massachusetts are insufficient. The Massachusetts Association of School Psychologists and the Massachusetts Psychological Association, in conjunction with the Departments of Education and Mental Health, should work toward development of standards and encouragement of training programs.

In general, the role of the school psychologist in Massachusetts schools is unclear. In some cases, guidance counselors perform some school psychological services as auxiliary functions. In other cases, persons without the certification requirements for school psychologists, but with testing experience, are called psychological examiners and are permitted to administer certain tests if supervised by a local mental health clinic. Psychologists constitute a smaller percentage of the pupil services staff in Massachusetts than is typical elsewhere, and a majority of school psychologists in the state do not have a graduate degree in psychology. Small districts without the necessary revenue have no adequate services. If Massachusetts moves toward

the establishment of intermediate districts with cooperative service agencies, many of the difficulties that smaller or remote districts have in obtaining school psychological services could be resolved. Such intermediate district agencies could assist schools in testing children for special class placement and in following their progress.

In the more progressive communities in Massachusetts we see an increasing rejection of the clinical model and a movement toward the applied or industrial psychological models. Serious consideration is given in these communities to the organizational structure--not the student--as the client to be aided. In these systems, psychologists are concerned with the school climate and procedures as they endeavor to effect personality development and mental health. We feel this trend is promising, but it needs to occur as a complement to, rather than a replacement for, more individually oriented, clinical approaches.

School psychology in Massachusetts requires a great deal of development. Additional school psychology coordinators should be established in the State Department of Education to provide needed leadership. Preventive approaches which focus on structure and climate, as well as attempts to apply the use of psychology to instructional procedures more often, warrant further development and testing. The problems of personnel shortages, inadequate training, and poor accessibility to services are most serious and warrant the attention of the universities, the professional associations, and the Departments of Education and Mental Health.

#### D. School Health Services

- I. The State Department of Public Health and the State Department of Education must work together more closely. This will involve assigning several Department of Public Health personnel to the new Bureau of Pupil Services in the State Department of Education on a part-time basis of substantial proportions so that they will interact as fully

participating colleagues on the pupil personnel services staff of the State Department of Education in integrating health services and health education with the other pupil services and education. The Department of Public Health emphasis on working with the family as a unit is to be emulated whenever possible.

- II. Health education with its developmental and preventive focus must be given systematic attention in the schools. Pupil services while not having primary responsibility for this instructional program should be much more involved than has typically been true in the past.
- III. Nurses should be paid salaries commensurate with their education and experience. Each school system should employ on a full-time basis (in small districts, in cooperation with other districts) at least one nurse who has extensive training as an educator.
- IV. If nurses are to be paid as professionals and to function as equal partners on the pupil services team, they must be backed by paraprofessionals who will take over, under supervision, much of the routine screening, record-keeping, housekeeping, first aid, and child-transporting now frequently done by professional nurses.

School districts vary greatly in the ways health service personnel are utilized. The present national trend is to include health service personnel (especially school nurses) on the pupil services team. The contributions made by this group will increase as schools become progressively more aware of the potential roles they may play.

School nurses in Massachusetts should become a functioning element of the pupil services team. The Departments of Public Health and Education should jointly work out a plan of development whereby nurses will become school staff members, paid for out of school budgets.

In the proposed Bureau of Pupil Services, we would hope to see a school health unit composed of personnel holding joint appointments between the Departments of Public Health and Education. We also support and encourage the continued decentralization of school nursing supervision from Boston to the various regional health offices being established throughout the state.



The school nurse should assume a variety of roles for which she is qualified, but for which she has not been adequately used by pupil services programs in the state. She may be utilized in early screening, identification, and referral. She should be used more intensively as a home-school liaison, since she is often a less threatening visitor to the home than are most other pupil services groups. She should be involved with the developmental and preventive aspects of health education in the schools.

We have sensed that nurses are often regarded as "second-class citizens" by other educational personnel. We believe this condition is due largely to the irregularly structured working relationships and the lack of regular supervision available to nurses. To be sure, nursing personnel vary in their qualifications and training, but this factor is true for all of the subgroups in the pupil services team. Since three-fourths of the nurses have only hospital-oriented R.N. degrees, they typically need more orientation and in-service education than other groups if they are to function as full-fledged members of the pupil services team.

School nurses as part of the pupil services team should be paid salaries commensurate with their education and experience. When compared with other pupil services groups, holding such factors as education and experience as constants, they seem to be less well paid. Schools should move toward a differentiation among health services personnel. Each school district, wherever possible, should employ at least one nurse who is also trained as an educator; she may serve to coordinate a staff of less well-trained nurses. Nurses should also be provided the clerical and paraprofessional personnel necessary to enable them to use their skills in more suitable tasks.

The Division of Maternal and Child Health of the Massachusetts Department of Public Health has published guidelines for employing school health aides



for school health services. Among the functions suggested for assignment to the aides are first aid to minor injuries, weighing and measuring of students, contacting parents of ill or injured children, retesting students who fail vision and hearing tests, distributing forms to teachers, clerical functions such as recording the results of screening tests, and assisting in such health activities as physical examinations, immunizations, and tuberculin tests.

Too frequently, poor communication exists between school nurses and the other pupil services groups. Seldom are health records well integrated with other student records. Nurses are not viewed as appropriate initiators of pupil services referrals. These and similar problems must be resolved if Massachusetts schools are to make more effective use of existing personnel.

Nurse training programs in the state should grant greater recognition to the needs of the nurse who will work in the school. Elizabeth C. Stobo, Professor of Nursing Education at Columbia University, in a recent issue of the American Journal of Public Health, stated:

"There seems to be a trend toward education on the graduate level for the professional nurse who will work in the school. This preparation will include a common core of learning from maternal and child health, mental health, and public health nursing. In addition, preparation will incorporate a common core of learning with the other disciplines in the Pupil Personnel Services administrative unit in schools. The challenge for the future is to synthesize all the learning to build a meaningful and useful curriculum."

If she is to help children realize their potential for health, the school nurse needs preparation different from or beyond that required for general nursing practice. She must work increasingly with specialized personnel. Now, in addition to the doctor, the principal, and the teacher, she must work with the psychologist, social workers, reading teacher, and the teachers of children with special needs, such as the teacher of the

emotionally disturbed, the retarded, etc. She must have greater knowledge of neurology and the psychological problems of children. She must have a good understanding of normal growth and development, and of clinical deviations that influence learning--from both a medical and an educational point of view. She isn't going to practice medicine, nor will she be the teacher, but she must synthesize knowledge and apply it to her work with children and with the adults in contact with the children.

Two major issues remain unresolved. What commonalities can be drawn from mental health, public health, and maternal and child care nursing that is essential to the training of school nurses? Second, what is the common core of knowledge needed by all persons involved in pupil personnel services?

We urge the Division of Maternal and Child Health of the Department of Public Health to convene, in 1970, a conference of nurse educators, school nurses, public health officials, State level supervisors, and pupil services administrators to deal with these training issues, as well as with the larger issues involving the incorporation of the health services into the pupil services administrative unit. This proposed conference should select a working committee that would be established for a two-year period to formulate policy regarding the future of school nursing.

#### E. Guidance and Counseling Services

- I. School counselors in Massachusetts should undertake more rigorous development of guidance procedures for noncollege-bound students. Counselors in secondary schools appear to have a much stronger grasp of post-high school educational opportunities than they have of employment trends and local employment opportunities. The availability and quality of college information in high schools also appears to be much higher than that of occupational information and local employment announcements. Relationships between counselors and college admissions personnel appear to be stronger than those between counselors and employers or the Division of Employment Security. Greater equalization of guidance services to all students regardless of ability seems desirable.
- 4

- II. Colleges have contributed to the maintenance of secondary school guidance as a college clearinghouse function by maintaining school visitation teams, continuing to support college entrance examinations, and persistently resisting most forms of cooperative admissions planning. Massachusetts counselors should as a group develop policies which will clarify the relationship between colleges and counselors.

Counselors in some communities should reconsider the disproportionate amount of time and effort expended on college-bound youth.

- III. School counselors should refrain from endorsing students who are applying to college. The counselor who completes the endorsement section of transcript-recommendation forms is led into a function of "gate-keeping"--deciding who gets into college--a form of authority relationship with students. Student transcripts should be evaluated by colleges on their own terms. Counselors should recognize their own limitations in "knowing" school requirements and prejudging student suitability. Counselors who engage in recommendation writing may run the risk of representing organizations rather than individuals. We urge Massachusetts counselors to accept the excellent policy statement on this issue proposed by the School-College Relations Committee of the Massachusetts School Counselors Association.
- IV. School counselors should reassess the relative merits of differential curriculum tracking. Counselors should not accede to pressures for scheduling and tracking without first determining the impact of the tracking system on students. Although existing evidence is incomplete, it appears that the segregating function of tracking may be a mixed blessing. We personally recommend abandoning curriculum tracks as administrative devices.
- V. Research on the effectiveness of counseling as currently practiced must be pursued more vigorously. Existing evidence indicates that the typical secondary school student may be seen two or three times a year for 30-minute interviews. When questioned, students state that they do not perceive school counselors as having significant influence on their educational or occupational plans. Evidence on the relative effectiveness of existing practices is badly needed.
- VI. School counseling programs in Massachusetts lack purpose. School counselors should become more vigorous in establishing philosophical positions, determining work priorities, and experimenting with a variety of approaches. There is an apparently high degree of uniformity in guidance programs across the state, with almost no evidence that existing practice is effective practice. Greater program flexibility and experimentation are desirable if counselors are to

develop programs based on procedures of demonstrable effectiveness. At present, it seems difficult to distinguish between a halo effect and genuine impact of services.

- VII. Supervision of school counseling at the State level should be transferred from the Bureau of Elementary and Secondary Education and the Bureau of Vocational Education to the proposed Bureau of Pupil Services. The Advisory Council on Guidance and Counseling, as appointed by the Commissioner of Education, should be broadened into an Advisory Council on Pupil Services.

The study staff's contact with school counselors and other pupil services personnel has made it clear that these groups sincerely desire to improve educational programs within schools; yet, in the case of school counselors, we were left with the feeling that something was missing.

Shaw and Tuel have stated "...It seems generally true that present counseling programs reflect lack of purpose. Many things are being done; tests are being given and interpreted, group guidance classes are held, educational objectives are discussed with students, and yet something is wrong. Such programs are increasingly seen as unrelated to education by teachers and laymen. Guidance specialists are increasingly seen as unrelated to education by teachers and laymen. Guidance specialists are increasingly involved in non-guidance activities, and students do not see the role of the personnel specialist as it is seen by the personnel specialist himself..."

We do not wish to be negative, but we must express our concerns. There are more school counselors in Massachusetts than there are workers in any other pupil services subgroup. Man for man they are better trained and more experienced in their jobs than any other subgroup. School guidance programs have undergone greater development than most of the other pupil services programs. Training programs also are more plentiful and better developed. Yet in spite of these advantages, guidance objectives are poorly communicated and not well understood by students. It may be that guidance objectives are



too global and poorly defined operationally. Or it may be that the discrepancy between stated goals and actual achievements is too great. Perhaps the American School Counselors Association statement on the role of the counselor has been a mixed blessing. It seems that many counselors have accepted the ASCA statement as a static rather than a dynamic goal, with the result that programs of limited demonstrable effectiveness have settled into premature uniformity.

Perhaps the primary point of difficulty for the school counselor is that of reconciling his job title with what he actually does on the job. The typical school counselor may have about 300 students assigned to him. He is required by law to see each student at least once a year; generally, he may meet with 10-15 of his students more than six times a year, about 100 for two or three times, and the remainder one time or not at all. Counseling by definition implies an intense, meaningful relationship which can hardly occur in such brief, irregular interviews with a transient clientele. Consequently, most counselors, purposely or inadvertently, employ the phrase "seeing kids" to describe their student contacts. Moreover, their job definition requires that they "get to know" their students well. Under most circumstances, it is impossible for the counselor to get to know more than one-third of his students reasonably well. Thus counselors face a job description and a work load that are incompatible.

Senator Kevin B. Harrington alleges that Massachusetts school counselors neglect "general curriculum" students who emerge from schools unfitted for a place in today's vocational world. According to Harrington, the "sin" has been one of omission rather than commission, for guidance counselors have generally refrained from suggesting alternative programs to meet the needs of such students.



We believe that counselors should become more realistic about what they can and should accomplish in school settings. Counselor-student ratios will likely never be so low as to enable genuine individual counseling relationships for all students; such relationships will continue to be possible for only a small minority. In such a situation other approaches seem advisable. Large and small group discussions, printed and audio-visual materials, on-line computer support systems, and the like, need to be utilized more frequently to enhance the impact of guidance services.

Counselors also should make their services more equally available and suitable to students of every ability level. We believe counselors at the secondary level in Massachusetts schools are spending a disproportionately large amount of time on college admissions counseling and on course selection. In many schools, counselors coordinate school visits from college representatives, process college application forms, write student recommendations, and the like. In some schools, the guidance director hand-carries his students' admissions applications to local colleges to discuss each case with the college admissions officer.

Colleges have contributed to the maintenance of secondary school guidance as a college clearinghouse function by maintaining school visitation teams, continuing to support college entrance examinations, and persistently resisting any forms of cooperative admissions planning. Yet school counselors have not been vocal in decrying the current college admissions mania; in fact, in many communities, college admissions counseling is seen as the counselor's "bread-and-butter" work. Questions must be raised regarding the utilization of counselors to perform tasks which could be handled equally well by clerical or paraprofessional personnel. Many college admissions

concerns now exclusively the domain of school counselors could probably be handled quite effectively by paraprofessional information specialists, in conjunction with recently developed technological support systems for college decision-making.

Secondary school counselors need to reverse their image as "college-placement persons" and need to avoid the "educational decision-makers" label. To place college admissions counseling in a better perspective, we recommend that secondary counselors avoid endorsement of students and accept the proposed policy statement of the MSCA School-College Relations Committee.

Similarly, we question counselor reticence in challenging the tracking and ability grouping systems. Although we realize the alleged instructional and administrative advantages of curriculum tracking, we question whether counselors should be the ones who help determine tracks and schedules. We urge school counselors to become better informed about the relative merits and feasibility of tracking and ability grouping. Minimizing the student's risk and contact with students of different ability levels may not be advantages. In 1968, the Research Division of the National Education Association released a comprehensive report entitled "Ability Grouping" that provides an excellent summary of pros-and-cons and relevant research. This report presented three major areas of agreement:

- "1. Ability grouping has yet to prove itself as an administrative device to meet both effectively and efficiently the individual needs of all pupils in most areas of educational concern.
2. More and better research is needed to measure or control a larger number of the variables involved in ability grouping.
3. Objectives, materials, curriculum, and teaching methods should also change when instructing groups at different ability levels."

In any case, when evidence as to the relative merits of such administrative devices is so unclear, counselors should avoid inadvertently becoming

identified as the persons making decisions as to what children belong in what ability group or curriculum track. They should avoid the accidental determination of a child's academic or occupational future in which placement in an academic "caste system" can result.

With the advent of the National Defense Education Act, considerable emphasis has been placed on standardized testing programs in schools across the nation. A substantial portion of many guidance workers' time is spent on coordinating such group testing programs. Yet few cities and towns have developed satisfactory procedures for utilizing test results in a continued monitoring of student growth and development. We noted especially the lack of effective communication of test results to students and parents, perhaps in part because such communication still takes place on a one-to-one basis. Much experimentation needs to be done by guidance workers to develop successful methods for communicating test data; programmed instruction in test interpretation for students and parents may be a partial answer.

Counselors must learn to "blow the whistle" on unwarranted testing of pupils. Considerable duplication has resulted because a number of groups who come into the secondary schools to test students use similar instruments: the Scholastic Aptitude Test, the National Merit Examinations, and specialized exams such as Westinghouse. The amount of scholarship aid awarded by such groups as, for example, National Merit and Westinghouse is far less than the cost represented by the number of hours spent by students taking the tests.

In general, we applaud guidance objectives; we question methods only. We would urge Massachusetts counselors to become more realistic and specific in making their objectives operational. At present, their goals are perhaps overly ambitious, and their methods too imprecise to allow validation. We hope counselors soon will begin to test and evaluate the effectiveness of different approaches.

Counselors in Massachusetts have achieved professional identity. They have some strength in numbers and have excellent leaders in their professional associations. As a group they are quite well trained, and they have good resources in university training personnel. The situation seems ripe for them to substantiate their position in Massachusetts schools by establishing firmer policy positions and providing greater evidence of their effectiveness. They should become more open and less defensive in their communication of student reactions about the educational structure. They should become less tolerant and nondirective about the negative institutional influences they perceive around them.

#### F. Speech and Hearing Services

- I. Speech and Hearing coordination at the State level should be transferred from the Bureau of Special Education to the recommended Bureau of Pupil Services in the State Department of Education. Since speech and hearing services are in many cases already included in pupil services structures at the local level, such a transfer at the State level would facilitate communication and coordination on and between the State and local levels.
- II. Additional supervisors of Speech and Hearing at the State level should be sought. These supervisors would be available for school consultation to assist therapists in working out caseloads and to help school administrators structure therapy in the school setting. They would also be able to seek out and recruit much needed qualified and potentially qualified personnel.
- III. Provision should be made for the hiring and training of supportive personnel (speech and hearing aides) who would manage routine tasks such as articulation, language, hearing testing, and clerical tasks in order that the therapist may be freed for therapy and related activities that require professional training. The American Speech and Hearing Association is currently discussing guidelines for the use of such aides.
- IV. Some incentive is necessary to attract therapists to the western part of the state. Great inequities exist in availability of personnel. School districts should explore means of recruiting therapists, and training programs should encourage graduates to seek employment in areas of high need. Currently, highly regarded school districts are overwhelmed with applicants, while many communities have none. Perhaps the professional group itself must recognize and deal with such inequities in staff availability.

Of the various pupil services, speech and hearing therapy is among the more obviously needed. A speech or hearing defect may have major social and economic consequences in our society. Being inarticulate usually results in educational or occupational limitations. Adequate speech is vital in performing even the simplest of tasks and may influence a student's achievement; yet, there are still many schools in Massachusetts that fail to provide adequate corrective services. Some students still reach high school age without having overcome their speech impediments.

Supervision of Speech and Hearing at the State level, while understaffed, has been particularly influential in the development of services throughout the state. We recommend the transfer of State level supervision from the Bureau of Special Education to the Bureau of Pupil Services. Since speech and hearing services are in many cases already included in pupil services structures at the local level, such a transfer at the State level would facilitate communication on and between the State and local levels. Additional supervisors are also badly needed at the State level.

Many routine speech and hearing tasks can be accomplished by supportive personnel; we have outlined several such tasks in a previous section on paraprofessionals. We urge Massachusetts schools to move toward the inclusion of speech and hearing aides on the pupil services staffs.

Perhaps the greatest problem in speech and hearing across the state is the ununiformity in availability of personnel. The greatest concentration of applicants is within the Route 128 perimeter of Boston; in western Massachusetts there is a great shortage of applicants. School districts should explore improved means of recruitment, and training programs should encourage graduates to seek employment in areas of high need.



## TRAINING AND CERTIFICATION

- I. School systems should arrange for pupil services workers to have access to regular consultation with qualified professionals who are not members of the school staff. In-service training programs should be determined by the expressed needs of the local practitioners.
- II. University training programs should enlarge the scope of their programs to include a greater range of short-term, limited focus training conferences which could be held on single days, weekends, or full weeks during summer or other school vacation periods. These nondegree experiences might be jointly initiated and sponsored by school districts, professional associations, universities, and the Department of Education and staffed by the best persons available from the aforementioned groups. The State Department and local districts should share the cost of these programs.
- III. Training for certain pupil services functions should be offered at the undergraduate level. Typical function areas which might be undertaken by persons with a bachelor's degree or less training include college and career information services, administration of standardized tests, administration of college application/transcript forwarding procedure, and the like.
- IV. All training programs should offer practicum experiences in work settings. Efforts should be made to initiate the development of interdisciplinary internships.
- V. Training programs should be approved by an appropriate accrediting agency. The agency will vary, depending upon the profession involved. Graduates of such programs should then be certifiable on the basis of the program, not the number or type of courses he has taken. The State Department of Education and the professional associations should jointly accept the responsibility for organizing an evaluative procedure for certifying training programs.
- VI. The professional associations and the State Department of Education should curtail their concern with course-based certification requirements and focus their attention instead upon the approval or accreditation of training programs for pupil services workers. They should ask the training institutions to take a greater responsibility in screening persons for training and certifying their readiness to practice as professionals.
- VII. High standards of competency should be the continuing concern of the professional associations. A practitioner who is judged as competent by the criteria of his colleagues

should be considered as certifiable. High standards must go beyond concern for course-based certification requirements. Our conception of the future pupil services worker includes the belief that he will not merely acquire a highly specified body of knowledge through a stipulated set of courses; rather, we see him as possessing a general understanding of social and human processes. The need exists for greater creativity and flexibility in programs and procedures aimed at accomplishing pupil services objectives. Thus, we would encourage various training programs to explore a variety of means to achieve common ends.

Pupil services workers desiring further training and supervision have little recourse but to return to the universities for typical graduate courses. Such courses are usually related to degree programs and generally meet throughout a semester; they may or may not meet the particular needs of the practitioner who has already achieved a high level of training.

Throughout our visits and interviews, we heard practitioners emphasize the need for short-term, limited focus training conferences which could be held on single days, weekends, or full weeks during the summer or other school vacation periods. They also stressed the need for schools to make provision for regular consultation with qualified professionals who are not part of the school staff. The nature of the problems and human relations which daily confront pupil services workers is such that consultation with other skilled professionals is imperative.

The study staff favors certification upon completion of accredited training programs and not on the basis of a stipulated set of courses. We continue to feel that existing pupil services programs have not arrived at a unified set of services which have demonstrated effectiveness; thus, certification requirements should not rigidly reflect current practice. Instead, pupil services programs should be encouraged to employ a wider variety of personnel and approaches. Such experimentation will not be facilitated through more rigorous certification based on course offering.

Consequently, we heartily endorse Lindley Styles' recommendations for teacher certification in Massachusetts and believe that most of his recommendations are applicable to pupil services workers. We support a graduated sequence of professional classifications and increased cooperation among training programs, local school districts, and the Department of Education in determining readiness for certification.

We applaud the recent efforts of the Massachusetts School Counselors Association, through the leadership of Albert Williamson, to explore the problems surrounding counselor certification. Although the approach taken by this group differed from that taken by Styles, much foundation work has been accomplished that should lead to improved certification procedures in the near future. We urge the other professional groups in pupil services to follow this lead and to recommend certification in areas where none exists or modifications in existing requirements where necessary.

Programs of training for each of the pupil services should be certified by the State in conjunction with the professional associations. Institutions desiring registration, that is, formal approval of a program of study, should present to the State a written proposal which describes the courses, faculty, and facilities in accordance with information requested by the State. If this proposal is deemed acceptable, provisional approval to offer the program in the area of specialization as described will be granted in a letter to the chief officer of the institution. Within one year the State Department of Education should form an appropriate evaluation team, composed of representatives from the State Department, training institutions, and adequately functioning school systems, which would make a thorough evaluation of the training program and certify it for a period of from 3 to 6 years, a period which might vary with the degree of adequacy of the program. Provision would be made for a review of an unfavorable evaluation in one

year. Programs should be created in the following areas of pupil personnel services: attendance, dental hygiene, guidance counselor, medical supervisor, school nurse, school psychologist, school social worker, speech and hearing handicapped, and pupil personnel services administrator. New York State provides an adequate model for the creation and modification of these procedures.

We are hesitant in recommending such accreditation of training programs, since most regulatory measures usually lead to uniformity and suppress creativity. We caution the State to develop means of assessing quality of training--not specific content or methodology. Similarly, we urge training institutions to explore a variety of approaches to training.

Training programs across the state are just beginning to experiment with a variety of methods. At Assumption College in Worcester, for example, undergraduate upperclassmen are being trained as aides in the helping professions. Perhaps this approach could be developed into a system whereby a person's undergraduate training would be in the general helping professions and graduate training would lead to concentration in a specialty. Since the state has obvious needs for people trained at a variety of levels, recognition of the need for various levels of certification must evolve.

Practicum and internship programs need to be available at all institutions, especially at the state colleges where they are now either non-existent or else inadequately developed. Because the state college programs are based largely on part-time instructors and part-time students, they are neither committed to nor able to provide adequate programs. Massachusetts has been notoriously backward in its support of higher education. In 1967, Massachusetts ranked 47th of the 50 states in state expenditures for state institutions of higher education; per capita expenditure for higher education

in the state was \$21.33, compared with a national average of \$39.21. Consequently, adequate graduate-level programs at the state colleges have not developed, although proposals for such programs have not been lacking.

Some colleges and universities are experimenting with a variety of practicum approaches. Northeastern, for example, places its counselor trainees in half-time positions beginning in September of the academic year; its program begins in the summer with four courses which are given in a ten-week period. Other institutions are providing trainees at the CAGS or doctoral level with experience in a variety of agencies.

Many questions regarding practicum experiences and supervision remain. Should the first year on the job be a supervised internship? How long should the internship last? Should the State assume responsibility for providing staff and funds for such supervision? Should practicum supervisors from public schools and other settings be involved in training at the university through seminars or joint appointments? Should field supervisors be paid? Just what should the field supervisor's job be? Do supervisors really know what they or other supervisors are doing? Since public schools typically have not accepted pupil services practicums as readily as practice teaching, can we ask them to hire interns on a paid basis? Since practicum experiences are considered so important, should training programs be only on a full-time basis?

Why do pupil services programs in schools lose many of their most effective workers? Have the training institutions worked toward developing recognition of pupil services functions by other educational personnel? Are specialists being trained for positions that don't exist? How are specialists already in jobs kept abreast of developments in their professions? Can the pupil services core curriculum ever become truly interdisciplinary? Can



students share course work between several institutions and still receive a balanced program?

The proposed Bureau of Pupil Services at the State level should undertake, as a primary task, the assembling of a conference of representatives from all pupil services training programs in the state. Primary topics on the agenda should be a review of manpower needs in the state, the development of necessary training programs, and cooperation and coordination with field placements.

## FINANCIAL SUPPORT AND EQUALIZATION

- I. Massachusetts as a state does not meet the nationally recommended level of support for pupil services. The minimum appropriation allocated to such services should be somewhere within the range of five to eight per cent of the total budget of the school district. Because community conditions and needs vary so greatly throughout the state, some communities will choose to exceed this minimum support level.
- II. Modifications in the state aid formula must be made if equal educational opportunity is to become a reality for the children of Massachusetts, irrespective of where they live.

Although Massachusetts is one of the wealthiest states, state support for public education, as was pointed out in Chapter III, has been sadly deficient. Massachusetts as a state does not meet the nationally recommended level of support for pupil services. We recommend that the minimum allocation for such services be somewhere within the range of five to eight per cent of the total budget of a school district. If the average per pupil expenditure in Massachusetts is \$600, the minimum support for pupil services should be in the range of \$30 to \$48 per pupil. We underscore the fact that we consider this a minimum support level. Many communities will wish to exceed this level.

As Arthur Bindman of the Department of Mental Health has suggested, pupil services in Massachusetts suffers not so much from faulty or nonexistent legislation as from the lack of effective implementation of existing legislation. He feels that many of Massachusetts' problems could be alleviated by full appropriations for already authorized programs and by closer attention to regulations--a procedure which would not require legislative action. Edward Landy, Assistant Superintendent for Pupil Personnel Services and Special Education in the Newton Public Schools, concurs with this position and stresses the need for full implementation--"Let's try it with money, for once."

If Massachusetts is to work toward equalization of educational opportunity for all children within the state, modifications in the state aid formula are in order. Such modifications are being examined in another MACE study, under the direction of Andre Daniere of Boston College. Daniere has also suggested that the state "consider reimbursing families with children in private schools an annual amount equal to some fixed proportion of the school expenditure per pupil in their community's public schools." At present, private and parochial schools experience great difficulty in achieving equalization of pupil services in comparison with public schools.

## TECHNICAL-VOCATIONAL SCHOOLS

- I. The school counselors in technical-vocational schools in Massachusetts should consider themselves as part of the larger school counselor population. We would discourage fragmentation in terms of professional identity and recommend transfer of the appropriate supervisors from the Bureau of Vocational Education to the proposed Bureau of Pupil Services.
- II. Vocational-technical school populations in Massachusetts should have access to pupil services workers other than school counselors for special problems, such as speech difficulties, which may arise. A cooperative service agency, if developed, could provide such service. Otherwise, services should be provided through the cooperation of local school districts.

The area vocational schools in Massachusetts, especially when they serve a wide geographic area, do not have access to pupil services workers other than guidance counselors. Thus, students with particular disabilities or problems may not have recourse to professional assistance. This problem could be resolved through the creation of intermediate cooperative service agencies by the State, through the creation of intermediate cooperative service agencies by the State, through purchase of services from nearby cooperating school districts, or through addition of pupil services specialists to their own staffs.

We are concerned about the tendency for vocational-technical school personnel to separate themselves as a unique group. We support the Massachusetts Vocational Technical School Counselors Association's affiliation with the Massachusetts School Counselors Association. Similarly, we do not recommend that supervision of vocational school counselors at the State level be separate from supervision of counselors in the other schools. Thus, we recommend the transfer of the supervisors in question from the Bureau of Vocational Education to the proposed Bureau of Pupil Services.

## ADULT SERVICES

- I. Career-planning information and counseling need to be made more available to adults. Because continuing education for adults has only recently shown signs of more rapid development, educational counseling has not been widely available to the adult sector of Massachusetts residents. With the continued development of community colleges, adequately staffed counseling offices and career information centers should be established in these facilities.

A variety of services is available to adults in Massachusetts. The Division of Employment Security provides extensive services to those persons seeking employment. The Department of Mental Health through the area mental health centers makes available an array of psychological counseling and consultation services. But, because continuing education for adults has only recently shown signs of more rapid development, educational counseling has not been widely available to the adult sector of Massachusetts residents. Career-planning information and counseling need to be expanded at post-high school levels. With the continued development of community colleges, we encourage the establishment of adequately staffed counseling offices and career information centers in these facilities.

Massachusetts community colleges are multipurpose institutions. They generally must follow an "open-door" admissions policy which results in a notably heterogeneous student body in terms of ability, previous achievement, career goals, age, and motivation. If effective programs are available, these students can be helped appreciably toward achieving their educational goals. At the present time, such student services are quite uneven in their development from college to college. Evaluation of existing programs has been limited. These programs should attempt to demonstrate their effectiveness in providing appropriate career information, in reducing student attrition, or in helping students select programs in which they would have a high probability of satisfaction.



A 1968 study of counseling needs undertaken by Glenda E. Lee for the Massachusetts Board of Regional Community Colleges indicated a definite need and desire for counseling services on the part of community college students. They indicated a special desire for assistance on problems of admission, self-evaluation, career exploration, study skills, program selection, and transferring to other schools. The study concluded that, in general, counseling services in the community colleges need considerable expansion and development.

High school counseling offices might also utilize some of their staff for extended services during the evening hours and on Saturdays. There is little justification for continuing to have all staff members in pupil services work the same schedule; for example, having a small segment of the staff employed from 1:00 to 9:00 p.m. would facilitate service to parents and other interested adults. We recognize the organizational inertia that must be overcome if schools are to employ professional staffs for such nontraditional schedules. Yet the need is present, and heavy evening college enrollments will attest to that need. Massachusetts schools must become more creative in opening their facilities and in making personnel available during nontraditional time periods.

## EVALUATION OF SERVICES

- I. The various groups and agencies that evaluate education should recognize pupil services as a distinct subaspect of the total educational program and should develop appropriate criteria for assessing program adequacy. The National Study of Secondary School Evaluation and similar groups influence program development through their establishment of evaluative criteria. To date, pupil services have not received extensive recognition or review through such procedures.
- II. Pupil services should be more concerned with evaluating ends rather than means. As an example, achievement of pupils is more important than attendance of pupils. Goals must be made more tangible, more behavioral, must be translated into manageable objectives subject to measurement.
- III. In evaluating pupil services, students and teachers should be much more extensively involved. They should be involved in determining the types of services offered and the degree to which the goals are met. We need more specific feedback about the effectiveness of pupil services.

Evaluation of the effectiveness of pupil services is notably lacking across the state. Nearly all existing services are granted face validity and are considered successful on the basis of the subjective judgments of their proponents. Such a position is highly tenuous and cannot be tolerated forever.

The professional subgroups in pupil services must develop statements of program objectives which are presented in specific operational terminology. Criteria for assessing effectiveness must be established. Only then can meaningful evaluative procedures be implemented that will determine the effectiveness of pupil services programs. The professional associations should cooperate with such evaluative groups as the National Study of Secondary School Evaluation and the New England Association of Colleges and Secondary Schools in developing evaluative methods.

Evaluation in pupil services must go beyond the head-counting and checklists of possible services that are now often utilized to assess the

end results of services. Teachers and students need to be involved more heavily in giving feedback about services.

### A Look to the Future

How can our society better facilitate individual development? Can we enhance the process of continuous personal growth through better understanding of present structures for education and work? Can we create organizations for individuals--not work solely to help individuals adjust to static structures? Do we need an enlarged perspective in pupil services which recognizes and includes the design and development of organizations? Can we understand and utilize the relationships among the various organizational units affecting an individual throughout his life span? Can pupil services focus on societal development as well as individual development?

Of course, pupil services reflects as well as affects broader educational goals. Schools to date have given lip service to individualizing instruction; yet they have not made major gains in designing procedures to achieve this goal. Programs have been limited in flexibility because of the difficulty of managing and integrating the variables of staff, students, facilities, materials, time, and so on. Consequently, students have been matched or fitted to programs rather than programs for learning having been designed around student characteristics and needs.

Pupil services in the future must structure its activities in the perspective of individual lives and not simply in terms of the techniques of a discipline, profession, or institution. It will then focus on individual maturing behavior, as such behavior is influenced by the sequence of social structures impinging upon it. At present, many of our social structures (such as schools) seem oblivious to the fact that maturation is a dynamic, continuing process occurring within a person prior to his entry, during his tenure, and following his departure from a given structure.

Pupil services for the future will require what David Tiedeman has termed "the Big View of our work." We must see individual development over a life span and understand how to facilitate that development when the person comes into contact with the structure in which we are working. Pupil services workers must understand the major factors in maturation and recognize how the organization in question inhibits or facilitates such factors. Because organizations are so variable, pupil services in these structures will have to assume different forms. Pupil services at present show little capacity for situational variability. They seem caught up in their unique procedures and techniques and incapable of defining their tasks in relation to organizations or individual lives.

Nearly all of the pupil services specialties have relied on counseling to be the major thrust of their efforts. This emphasis on counseling has prevented workers from recognizing that they can work with organizational climates as well as with individuals. Pupil services of the future will likely concentrate more on developing climates that promote healthy personality development than on helping individuals to adjust.

We have not begun to recognize the potential that technological development holds for enhancing individuality. We worry that computers will lead to an impersonal, homogenized society, when, in fact, computer technology holds the promise of truly individualizing our experience.

Most educational applications of computer technology have involved simple automation of clerical tasks such as attendance record-keeping, mark-reporting, test-scoring, scheduling, and the like. More recently, we have seen the advent of computer-assisted instruction and remote access data retrieval. Yet we have hardly begun to see computers utilized for more meaningful educational tasks.

Course scheduling in schools is a good example. Computer technology will increasingly enable flexible scheduling of learning experiences far beyond the limited options available through human schedule-building. Flexible scheduling and the handling of more nearly infinite numbers of alternatives and combinations of alternatives will enable educators to put together factors of personnel, time, and space in such a way as to effect a merger of community and schools. Many educational experiences will take place outside a school building. Community personnel will serve teaching functions in areas where they have the expertise. Part-time work experiences will comprise a larger segment of learning for many students. The structures of tomorrow will be less limited by the finite capacity of man's mind to deal with the arranging of options.

Several of the Boards of Cooperative Educational Services in New York State are exploring the use of electronic data processing in maintaining student records. William Cooley, among others, has suggested the development of pupil monitoring systems whereby student data is maintained and then utilized in assessing development. We may begin to hear earnest discussion of student data systems and the issue of privacy, and such discussions will be needed. Yet we must recognize that inherent in computer technology is a capacity for freeing people to an extent heretofore totally unknown.

Computers will enable the development of national data banks or repositories which will be available on a public utility basis to the general public. We have witnessed in the past few years the development in Massachusetts of several educational and occupational information systems. David Tiedeman has recently completed the Information System for Vocational Decisions Project at Harvard University. Interactive Learning Systems, Inc., a private Boston company, is currently marketing, throughout the United



States, systems whereby schools may have remote access to a large time-sharing computer which contains extensive information on a majority of post secondary educational institutions (both degree and nondegree) in the United States and on a large array of occupational alternatives. Plans are underway to supplement this information with scholarship data and eventually to integrate actual employment data on local job opportunities.

Remote access data transmission soon will make possible more vivid simulations of experience. We have just crossed the frontier of computer coordinated retrieval and display of visual, audio, and printed forms. Foto-Mem, Inc., a two-year-old Massachusetts firm, will revolutionize the computer memory market through its introduction of low-cost memory systems which enable storage of pictorial, textual, audio, and analog information side by side with digital information. This means that an audio speech, pictures, and other forms of information can be recorded and retrieved for the use of any library or school simply by pressing a button or dialing a telephone number. These and other technological developments will enable educators to do more than talk about individualization of instruction.

Systems analysis will begin to influence education. As educators are able to identify and define the processes of education more clearly, they will be able to arrange and rearrange those experiences. Children may be taught according to their learning styles--not grouped on the basis of assessed ability or previous achievement.

Some who worry that technology will dehumanize education may take solace in the fact that the very same technology will make possible more involved human transactions. For instance, simulation theory has led to a renewed interest in game approaches which by definition will require students to move from a passive position to one of more active involvement.

Because there will likely be a relaxing of professional identities by educators, students may gain exposure to a wider variety of personnel. The increased use of computer-assisted instruction will lead to the development of professional "learning guides." With much formal instruction available to the home through a computer utility, the schools may be used much more for socialization experiences.

Despite the rapid proliferation of computer technology since the first large-scale computer was put into commercial operation in the 1950's, the levels of application to which we have introduced such tools are still primitive. We have hardly begun to explore potential applications.

Schools to date have limited their areas instruction to safe subjects while avoiding areas of social controversy such as sex, drugs, racism, religion, war, poverty, pollution, and overpopulation. The schools will begin to go beyond banalities and conventional attitudes to active discussion of social problems, simultaneously helping students to develop the strategies necessary for dealing with such sensitive issues. We have for years talked about "prevention" while we continued to avoid active educational involvement in the issues we would like to resolve.

"...schools as educational devices will begin to work only, as Bruner has said, when they are prepared to tell the truth--and, we might add, to tell it truthfully, without hiding or playing down the emotions and values involved. ...In staying silent on the burning issues and controversies, the schools are communicating attitudes of timidity and impotent acquiescence. If the schools want to engage in liberal--and liberating--education as well as vocational training, they have to be prepared to talk about life and death, sex and love and hate, fanaticism, superstition, corruption, motives, power, propaganda, bigotry, communism and capitalism, and the causes people

kill and die for. The schools have to be prepared to deal with issues frankly, critically, and analytically, and with constant appeals to the evidence."\*

As education becomes increasingly effective and efficient, we may begin to see a renewed emphasis on discussion of philosophical issues such as ethics and values. As educational objectives and methodology become more individualized, we may see the decline of mass routing devices such as admissions procedures, degree granting, and the like. People will begin to organize themselves around tasks in temporary structures that exist for the fulfillment of those tasks. As Bennis (1968) has pointed out, these structures will be "adaptive, rapidly changing temporary systems." Educational teams will involve people of all ages in task forces organized around problems to be solved. Education and work will no longer be stratified, but will involve all ages learning, teaching, and working together.

What will be the effects on pupil services in the near future? Several trends seem clear. Continued growth in pupil services appears likely for some time, as it spread from from suburbia and the cities into more remote sections. Pupil services needs to reach and will reach more persons in virtually all school districts. There is little point in attempting here to develop projections of staffing needs. Far more important than the size of the program will be the new roles assumed, the kinds of people involved, and the goals set.

Geographic coverage will become more nearly complete. To a great extent, where a Massachusetts child lives still determines what pupil services will be available to him, but this pattern will change. Efforts must be made to find ways to bring services to certain rural and urban

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\*L. Joseph Stone and Joseph Church, Childhood and Adolescence, second ed., New York: Random House, 1968, p. 420.

areas, to reach children in poor communities as well as children in communities with substantial tax bases. State support for public schools must increase to close the gap between wealthy and poor districts. Financial resources available to schools still vary greatly, and programs such as pupil services and library resources are more affected by these differences than are staff salaries, an item on which most systems must be reasonably competitive.

Even with greater equalization in financial support, small districts and sparsely populated areas in Massachusetts will continue to experience administrative difficulties in providing pupil services. To alleviate this problem, some form of intermediate districting, unification, or multidistrict cooperation must evolve. Perhaps mobile units and itinerant staff will have to bring certain special services to children in the isolated areas.

Pupil services in the future will likely serve a wider clientele. In most Massachusetts school systems, pupil services programs assume responsibility for providing services for children in kindergarten through high school. Seldom are services available to community residents through their life span. Some of the more progressive programs are reaching beyond traditional limits to reach the preschool child, to identify infants with health and learning problems, to work with parents of high-risk students. Increasingly, schools will develop programs to reach the school dropout who is drifting aimlessly, unacceptable to industry, the armed forces, or the traditional schools.

If pupil services in Massachusetts is to meet the challenges of the future, it must also genuinely concern itself with the "normal" child, the child who is not currently in crisis. Most pupil services programs pay lip service to this ideal, but in most systems the pressures of daily

"problems" leave little time for meaningful attention to the development of the bulk of the students. Since unused skills often atrophy in time, when Massachusetts communities grant pupil services the mandate to become involved in meeting the developmental needs of the "normal" child, it will take time for pupil services to learn how to become effective in this area.

Future pupil services programs will work more intensively with the family unit than with just the child. In coming years, parents must be increasingly reached by pupil services workers--not merely as persons whose cooperation must be gained if the problems of their children are to be solved, but as clients in their own right, with their own needs for help in understanding themselves and their children and for greater coping strengths to meet the challenges they face.

Most pupil services workers are increasingly aware of the central importance of teachers in improving student learning. To be served more adequately, teaching personnel in the future must be given more reasonable work loads which will include time for cooperative planning, consulting, and team work with pupil services workers and others. Several programs in Massachusetts, especially along the South Shore area, have demonstrated the readiness of teachers to request and accept consultation with clinic teams that are school-oriented, regardless of whether these teams were based in the school or in a community agency. As more specialists in the area mental health centers in Massachusetts acquire a better understanding of the school milieu, we anticipate that many more teachers will have access to this type of assistance. Administrators' respect for pupil services will also grow as the pupil services team increasingly demonstrates its willingness and ability to tackle tough problems such as student and community unrest, drugs, premarital pregnancy, and minority group militancy.



Pupil services in the state must also work toward closer partnership with the community and its social agencies. At present, many school staff members have not acquired the intricate skills and extensive knowledge necessary to make a referral an effective force for change in a pupil's life. With increasing awareness that they cannot survive in isolation, school staffs will master these skills. Beyond that, increasing numbers of pupil services workers must learn how to form the lasting partnerships based on two-way communication that will eventually mesh the schools and community agencies in long-range planning and smoothly functioning programs of services.

Parent groups, not merely the cooperative and polite PTA, but also the aggressive and militant community groups with racial or ethnic ties, and aggressive parents with handicapped children of every variety, must be converted from potential opposition to be kept at arm's length to partners in the common tasks of improving opportunities for all children.

Community mental health centers, child welfare agencies, and employment security offices are natural partners for school pupil services programs; all have much to learn from each other and from others. All must learn to accept and benefit from criticism. When the school is impatient with the lack of response to a referral, the agency should attempt to adjust. When a social worker seems to side with parents against the school staff, the school must attempt to understand and deal with the criticism. Instead of drawing back when these inevitable frictions arise, these groups in partnership must listen and talk and work together for improved understanding and better services for all children and their families. In so doing they will come to know each other's difficulties and limitations as well as capabilities and successes and can support each other in the search for community understanding, financial support, and personnel.

Schools cannot operate without coming into contact with the courts and the juvenile departments of the police. Pupil services programs must move toward improving relationships with these units; these relationships must be based not only on the resolution of crises, but also on the pursuit of long-range common goals. The employment services and vocational rehabilitation services in the state are moving toward closer working relationships with schools. The schools should see that these agencies, who have taken over their failures, have something to offer them in assisting the handicapped and disadvantaged. Similarly, other groups which are now used primarily as resources for specific services or referral can become partners with pupil services: community health agencies, labor unions, civil rights groups, service clubs, and local colleges and universities.

We have already outlined in our recommendations the fact that a wider variety of personnel in terms of levels and skills will be found on the pupil services team of the future. Similarly, we have discussed a need to move from problem-solving to problem-preventing, to build positive mental health programs as well as to facilitate learning, to move from categorization and labeling of students to individualization of education in a more genuine sense.

Pupil services in the near future will have to do much soul searching. We trust those introspections will lead to improved educational opportunities for the children of Massachusetts.

**APPENDIX**

**PUPIL PERSONNEL SERVICES**

**A POSITION STATEMENT**

**Prepared by  
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April, 1969**

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W. Leslie Bobbitt, President**

I

PUPIL PERSONNEL SERVICES: AN EDUCATIONAL PERSPECTIVE

Critical analyses of problems facing America today have led to a focus upon education as an important instrument of public policy. There is a hope and an expectation that education will be one of the major resources in the solution of these problems. There is also a realization that a critical task of education is the optimal development of each child as a healthy individual who has purpose and self-respect, and whose life is rewarding to himself and to society.

The challenge to education today is a result of complex forces. These forces include economic, technological and social changes which have a significant impact on environment in which we live. They affect human independence and interdependence, vocational opportunities and satisfaction, the range of available choices, the types of decisions to be made by the individual, and the need to adapt to rapid change. Each of these factors has an impact on the curriculum of the school and on the kinds of educational experiences and services which a child requires. They have increased the need for the pupil personnel concept of individualized services which facilitate pupil learning through an interdisciplinary approach.

Particularly urgent is the necessity to cope with the conditions related to and emanating from the urban and minority group crises with which America is confronted. Although the responsibility for the elimination of these conditions extends far beyond the realm of the schools, it is imperative that education fulfill its key role in the goal of enabling every American to live in a way that is not restricted by handicaps associated with economic or cultural deprivation and prejudice. The search for ways to remove or overcome these handicaps is presenting a crucial test of the capacity of education.

Legislation has accelerated the efforts of educators to provide suitable education for children whose environmental handicaps and learning disabilities have received inadequate attention. The concurrent acceleration of a movement toward comprehensive programs of pupil personnel services has been a contributor to this attention to the educationally disadvantaged and also an important instrument through which the schools move toward new emphases in their educational programs to assure that each child has maximum opportunity for growth.

Some of the additional developments in education which are particularly relevant to pupil personnel services are suggested in the following paragraphs.



There is increased recognition that our educational objectives can be achieved only when they are pursued with an understanding of the pupil as a unique personality and a realization that intellectual development and vocational preparation cannot be isolated from the individual's personal abilities, motivation and goals or his need to understand himself, to cope with his problems, and to maintain self-respect.

There is a recognition also that it is essential for the school to maintain a close relationship to the child's family and to the community. Effective communication and mutual understanding between the school and the home constitute an indispensable element in education. Moreover, the school is but one of many community agencies which are contributing to the child's educational and personal development. A coordinated approach to education and to social progress is essential.

A quite different set of forces is also related to emerging concepts of American education and pupil personnel services. These are forces resulting from an increase in professional knowledge. From many fields--psychology, anthropology, biology, medicine--have come the results of research which helps educators to know how a child learns, to understand the relationship of learning to the characteristics of the individual personality, and to take into account the socio-economic forces which affect his life.

Research has brought about changes in concepts and approaches with an emphasis on several important principles: individual children learn differently; there are differences in the learning behavior within each individual; these differences are related to his stage of development and to the type of thing to be learned; they are related also to his abilities and to the complex of factors which influence his goals and his motivations.

Concern with individual differences among pupils requires that educators recognize the values of diversity and minimize the pressures toward a uniformity that destroys individual development. Only in this way can the potential of students be realized and only through individual development can society progress. Although the school is an agent of social change, it is equally a preserver of society. Desirable social change emerges when the members of a society have a background of knowledge and an ability to think critically and creatively, using knowledge and understanding to make thought productive. A society is preserved when its members are able to understand its values and to develop individual values which are consonant with the best purposes of that society. The schools are a major social agency through which these purposes can be achieved.

The recognition of the need to focus on the individual and the potential ability to achieve such a focus have given to education a renewed hope that it can find ways to meet society's expectation that schools will have a more effective and pervasive influence on the welfare of the individual and the progress of society. Thus, education is challenged by the necessity to

- (1) discover the individual needs of each child; attempt to adapt the educational program and methodology to meet those needs; and to recognize the essential identity of the needs of the individual to the needs of our society;
- (2) provide for children who require special programs and services because of handicaps related to a wide variety of factors--physical, mental, emotional, social or economic;
- (3) establish the variety of educational programs and services required to enable all children to benefit more fully from the instructional program and from the total school experience, and to maximize the probability that they will lead a productive and satisfying life;
- (4) provide leadership and assistance in the adjustments necessary to live in a changing social, economic and educational environment; foster understanding of the community and its importance; share in promoting reforms of the laws, institutions and social structures which affect the child.

The development of pupil personnel services has become one of the significant ways in which the schools of America can meet these challenges, for it is to facilitate the goals of education that pupil personnel services are provided in the schools. The purposes of pupil personnel services are the same as the purposes of the total school program. The procedures used differ in many respects from the structured procedures of the classroom, but they are an integral part of the total educational program.

Along with teachers and other educational personnel, the pupil personnel staff has a deep concern with the school's efforts to

- (1) create an effective climate for learning;
- (2) integrate and utilize all available information on each child pertinent to the educational process;
- (3) provide educational experiences appropriate to the unique characteristics of the individual pupil;
- (4) help children develop appropriate aspirations and a positive self-concept;
- (5) protect each child's individuality, his right of self-determination and his right to be respected;
- (6) help each child achieve and to facilitate his optimal development.

Thus, pupil personnel services have a philosophical base which is rooted deeply in the objectives of education. Collectively they exist not as an isolated entity, but as one of several essential ingredients required in an educational program.

## II

### PURPOSES AND SCOPE OF PUPIL PERSONNEL SERVICES

Pupil personnel services are for all children in the school. The pupil personnel staff is concerned with those children who are experiencing the normal problems of normal development and with those whose problems require a more intensive and specialized type of help. They are concerned with the developmental, the preventive and the remedial. The pupil personnel staff has a significant role in creating a climate which has a positive influence on the child's development and which minimizes the likelihood of serious problems. The staff has a significant role also in identifying potential problems so that they can receive early attention. When children do have problems which require a specialized, individualized service not generally provided within the classroom setting, the staff is a major resource to all school personnel and to others who are concerned with the child and his difficulties.

### SERVICES TO THE SCHOOL AND THE COMMUNITY

The teacher. Through their training, members of the pupil personnel staff are able to give an additional dimension to the consideration of the many facets of individual development and educational growth. The classroom teacher can look to this team for helpful information relevant to the child's development and his individual needs which may not be readily apparent in the classroom. Bringing together information obtained from a variety of sources, they work together in the integration of such information, relating it to curriculum planning and to the individual child's classroom needs as well as to other efforts to help the child. These steps are important in the teacher's efforts to provide effectively for all children; when children present problems of adjustment or learning, plans can be developed for remedial action.

The administrator. The school administrator finds in the pupil personnel team persons whose experiences in studying pupils and helping them cope with their problems place them in a key position to contribute to the educational placement and grouping of children, to the articulation of the various levels of public education, to planning curriculum changes, and to administrative steps which may help create a more favorable climate for learning.

The parents. Through the pupil personnel staff's work with parents, there is a mutual school-home sharing of information and planning which can focus upon steps needed for the child's positive development. Increased understanding of the child and his problems in relation to the home and to the school constitute a significant aspect of a sound school program for service to children.



Community agencies. Many children have problems which require the participating help of non-school agencies. The pupil personnel staff helps to coordinate the efforts of the home, the school and the community in the interests of the child. The team also has an important responsibility in encouraging new or expanded services in the community for pupils and their families--services which are essential for the realization of the common goals of the school and the community.

The pupils. A major pupil personnel activity is direct, personalized contact with pupils. Although many of these contacts are on an individual basis, some may be of a small group nature but still highly individualized in focus. They include providing health, educational, occupational, or other information particularly relevant to the plans and decisions which a pupil needs to make. There is emphasis upon helping each pupil interpret or relate this information to his goals and to pertinent information about himself. There is emphasis upon effecting a peer group climate and a structure that will help in defining and implementing appropriate limits and mores which are their own.

Pupil contacts also include depth studies of the pupil. The purposes of such studies may be to help the pupil gain information about himself or to obtain information that will be helpful to the staff in planning the pupil's educational experiences.

Other pupil contacts include counseling to help him cope with his problems, develop a positive self-concept, formulate personal goals and implement plans to achieve these goals.

Another dimension of pupil personnel services is the remedial--helping the pupil overcome particular handicaps which require an approach which is not primarily content focused, but rather is focused on areas which are interfering with his educational progress or his personal development. This service may be provided through a direct contact with the pupil or through cooperative efforts with other significant figures in his environment.

Evaluation and research. The pupil personnel staff has an important responsibility for evaluation and research. Activities in this category include appraisal of individual pupils; studies of pupil characteristics and needs; evaluation of the extent and success of the school's program to meet these needs; consultation with school staff on research projects designed to discover better ways of understanding pupils plus translating this understanding into appropriate school activities. There is recognition that the data frequently have application to many aspects of the school program, and only by correlated efforts can the results of research have their full impact upon children.

#### PUPIL PERSONNEL SERVICES: THE TEAM APPROACH

Total staff involvement. Pupil personnel work is frequently described as a "team approach." This term emphasizes that effective services require a cooperative approach by an educational team which includes the



various pupil personnel workers, teachers, and other members of the school staff. Pupil personnel activities are not limited to the work of pupil personnel specialists and at times there may be no sharp demarcation between teaching and pupil personnel work. Teachers and administrators perform many activities in common with the pupil personnel specialist. They too are concerned with understanding the child and helping the child to understand himself. They too try to help him relate to others, to overcome his disabilities or to cope with his problems.

Thus teachers and administrators are in a sense pupil personnel generalists; they use the pupil personnel approach and engage in certain pupil personnel activities as part of other educational assignments.

The pupil personnel staff. The pupil personnel staff is composed of specialists whose training and job responsibilities enable them to concentrate upon this particular element of the school's educational program. Professional staff members usually classified as pupil personnel staff include school social workers, psychologists, counselors, attendance workers, consulting psychiatrists, speech and hearing clinicians, and school health personnel.

Others who may be assigned primarily to activities appropriately designated as "pupil personnel" include resource specialists for the handicapped, child development and school adjustment specialists, crisis teachers, work-study coordinators, etc. Education for pre-school age children and innovative programs for the disadvantaged or for other pupils who require special attention have contributed to the establishment of several new types of positions in our schools, some of which come within the pupil personnel framework. Such programs also are contributing to changing emphasis in the activities of the pupil personnel staff. The trend is influenced further by improved identification of pupil needs and new techniques for meeting these needs.

As the role of existing professionals in education change and as new roles are created, it becomes increasingly important that pupil personnel specialists be identified or defined by a description of the focus of their activities rather than by a listing of personnel titles.

The purpose of the following paragraphs is to provide guidelines for defining those whose work emphasis is such that they should be administratively classified as members of the pupil personnel staff. Such classification may be desirable for a number of reasons--to bring together in the administrative and supervisory organization those whose work has great commonality, to clarify roles and responsibilities, to facilitate meaningful professional identification. The key elements in the work of the pupil personnel team are:

- (1) service to the school staff to facilitate focus on individualization in education, thus maximizing the probability that the total efforts of the school will be effective in promoting the development of each child's potential;

- (2) service to parents and others in the community to help them in fulfilling their responsibilities for the child's development through activities that are related to the child's educational progress;
- (3) service to each child to help meet those individual needs which are appropriately met in the school setting but which require services which are not focused upon regular curriculum content.

The determination of whether a staff member should be listed under the pupil personnel category should be answered by looking at the major emphasis of his work.

The remedial "teacher" or the resource specialist for the handicapped is engaged in pupil personnel activities when he works with the child to study his disabilities and help him overcome these disabilities so that he may profit more fully from the school's instructional program. Likewise, he is a pupil personnel worker when his major objectives are to help the child understand and control himself, to believe in himself, or learn how to relate more adequately to others. Although the "teacher" may be using instructional materials in this work, his focus and primary objectives are within the pupil personnel framework. However, if the attendance worker's function is confined within the narrow concept of an enforcer of the attendance laws, he is performing an administrative rather than the pupil personnel function. If instruction in a class for the handicapped is focused on subject matter content, then the class activities are part of the instructional program of the school. If the remedial teacher is concerned with teaching skills and content which the child failed to acquire during previous instruction, this is appropriately classified as an instructional activity.

Relation to special education. Attempts to differentiate between special education and pupil personnel services have been a source of professional confusion. Pupil personnel specialists provide pupil personnel services to exceptional children in the special education program and also to other children in the general education program of the school. The special education program, just as the general education program, includes both a pupil personnel and a teaching or instructional focus upon the particular needs of children. Thus it is inappropriate to try to classify either general education or special education as included or excluded from pupil personnel services. All persons engaged in activities planned to meet the unique needs of exceptional children are working within the special education program just as they work within the general education program when they deal with the other children in the school. In each school some staff members are concentrating on instructional activities; others are performing primarily pupil personnel functions.

Of more immediate concern to the school administrator is the question of organizational relationship between pupil personnel and special education. The desirability of a close relationship is clear, since the educational placement of children and the identification of their needs (including

evaluation of handicaps or special talents) is a task in which the pupil personnel staff is deeply involved. The exceptional child and his parents often require more intensive pupil personnel services than is the case with other students in the school. Pupil personnel services are key elements also in helping to implement special education instruction and in the possible later transition of many handicapped children back to the regular school program. Extensive contacts with children and with teachers are essential.

Emerging trends in special education suggest that to an increasing extent the teacher of exceptional children will emphasize prescriptive education with a pupil personnel focus. These factors give emphasis to the necessity for administrative organization which assures close coordination between pupil personnel and all aspects of the school program for exceptional children, as well as close relationships (1) between pupil personnel and the total instructional program, and (2) between special education instruction and the instructional program for all other children in the school.

Relation to Compensatory Education. Compensatory education is another aspect of the school program to which the pupil personnel staff must be intimately related. As with handicapped children, the children in the inner city ghetto, migratory youth and other disadvantaged children require special approaches designed to enable them to develop their potential.

Pupil personnel services are an important ingredient of compensatory education and the pupil personnel staff can make substantial contributions to (1) planning for instruction which is focused on preventive efforts as well as remedial programs; (2) facilitating prescriptive education which individualizes instruction to meet the unique needs of these children; (3) providing direct pupil personnel services for which these children have a pressing need; (4) maintaining contacts with other community agencies which can provide the additional necessary services that the children and their families require.

The attack on urban problems involves the efforts of many different units of our society. Thus, another major activity of pupil personnel is the additional emphasis which the staff must give to relating the approaches of the school to the activities of others who are also a part of this common attack on urban problems.

The necessity for deep pupil personnel involvement in compensatory education poses an additional challenge in administrative organization. The superintendent of schools must plan his organizational structure so that the contributions of pupil personnel services to compensatory education can be achieved, but pupil personnel services should not be identified as synonymous with special programs for the disadvantaged nor should the staff responsibilities in the area be at the expense of the balanced program serving all children.

#### Summary

Pupil personnel services are a group of related activities designed to facilitate the achievement of the purposes of the school through services

focused upon individualized attention to the particular needs of the child. They should be available to all pupils and should constitute a significant resource for parents, teachers, and administrators as well as for pupils.

Certain members of the school staff are in positions with well established tasks which are clearly within the pupil personnel framework. The activities or the focus of some other positions are not so well defined or established; criteria have been suggested to help answer the question of whether their work should be classified as primarily a pupil personnel service.

Administrators and teachers contribute to the pupil personnel program; the pupil personnel staff contributes to the instructional or administrative functions of the school. All members of the school staff should have a meaningful involvement in both the instructional and the pupil personnel program. Attempts at definition sometimes lead to arbitrary and non-functional dichotomies. However, there are times when the need for communication, role definition, administrative organization, professional identity or training require that the terms "pupil personnel services" and "pupil personnel staff" have a sufficiently clear meaning to avoid semantic confusion. This discussion is an attempt to provide clarification.



### III

#### ORGANIZATION AND ADMINISTRATION OF EFFECTIVE SERVICES

The system-wide direction of pupil personnel services facilitates the orderly development of a balanced program of services. The efforts of various disciplines are coordinated more effectively. This unified approach also minimizes duplication, overlapping of services and conflicting plans of action which result in misunderstanding and confusion on the part of students and parents and which impede their decision making and follow through action.

##### THE PUPIL PERSONNEL ADMINISTRATOR

A professionally qualified person should be appointed as the pupil personnel administrator with district-wide responsibilities for pupil personnel services. This should become a full time position as soon as possible and certainly by the time the student population reaches 3,000, or when the number of pupil personnel staff exceeds 15 or 20 in number.

In school districts which are of sufficient size to justify the establishment of decentralized administrative units within the district, there should be an assistant administrator of pupil personnel services attached to each such unit. This is necessary to promote communication and coordination between the central office and the local school services, as well as to facilitate at the local level the team approach and effective services to individual pupils.

The pupil personnel administrator is responsible to the chief school administrator for the development, direction, coordination and evaluation of all activities which are included in the program. He has responsibility for the general supervision and evaluation of the pupil personnel staff. He makes recommendations to the superintendent concerning desirable policies, the further development of pupil personnel services and the implications of pupil personnel experiences for other aspects of the school program. He is a member of the major policy making group in the school administration.

The pupil personnel administrator must maintain a close working relationship with the other district-wide administrators. The concept of pupil personnel services which is presented in this bulletin places major emphasis on the inter-dependence of pupil personnel services, instruction, and administration. The instructional program is a key factor in the success of pupil personnel services. The pupil personnel program is a key factor in the success of the instructional program. The needs and activities of each have significant implications for the other.



It is the responsibility of the superintendent of schools to establish an administrative framework which promotes these relationships, assuring mutual understanding of responsibilities, easy lines of communication, and administrative procedures which facilitate joint efforts toward the effectiveness of instruction and pupil personnel services.

In the development of pupil personnel services, one question which often arises concerns the line and staff relationships of the pupil personnel administrator. Actually, he may have both types of relationships with other administrators in the system and with pupil personnel staff members. While the school principal has administrative responsibility for the program and services in his building, the pupil personnel administrator has a supervisory responsibility for the professional activities and development of the pupil personnel staff. Together they have the responsibility for implementing school district policy.

Mutual understanding and respect is essential. Hopefully, the school building administrator will welcome the advice and assistance of the district level administrator in the development of programs and services. While encouragement should be given to program adaptations in terms of building needs, in many areas of pupil personnel services there should be program comparability in all buildings of a district and program continuity from one school level to another.

In the implementation of district policies the pupil personnel administrator should use the approach of providing staff assistance instead of line authority. However, he should be delegated such authority as may be necessary in order for him to accomplish program purposes.

#### ESTABLISHING THE PUPIL PERSONNEL STAFF

The superintendent of schools and the pupil personnel administrator are confronted with several major problems in their attempt to provide an adequate staff for the pupil personnel team: (a) determining the number of staff required; (b) the cost; (c) priorities for new or understaffed programs; (d) shortages of professional personnel.

The determination of the number of staff required in any of the pupil personnel services should be based upon a study of the needs of pupils and of staff for such services. These needs can be identified in part through teacher observations, staff conferences, program evaluation, analysis of pupil records, follow-up data and community resources. Needs are affected by the nature of the instructional program and the extent to which teaching is adapted in a meaningful way to the individual pupil. The socio-economic characteristics of the community also have implications for pupil personnel needs.

The full extent of these needs become even more apparent through the functioning of the pupil personnel staff. Thus, although it can be stated that pupils generally will need educational and vocational counseling, it is only when the counseling services are made available that the extent of the need becomes fully apparent. It can also be generally

stated that children will have speech problems, but it is only when the speech clinician surveys the pupils in a school that there can be adequate information of the extent of speech handicaps and the amount of services necessary to provide sufficient remedial attention. Likewise, the existence of services that are really helpful contributes to increased teacher sensitivity to pupil needs and results in increased demand for services.

How large a staff? This is a difficult and complex question to answer. As with pupil-teacher ratios, recommended ratios for pupil personnel services specialists are based upon the judgements of experienced people in the field. Various professional organizations (such as those representing school counselors, school social workers, school psychologists, school nurses, speech and hearing therapists) have made recommendations which are useful guidelines.

Since this is a period of rapid change, with differing patterns of education and organization emerging, it does not seem wise to specify ratios discipline by discipline in this bulletin. A further reason for not specifying ratios by discipline is that roles and functions of the individual disciplines are in a condition of change, with considerable overlapping occurring. Also, some situations may require different strategies than others as to the utilization and deployment of personnel.

It is possible, however, to provide an estimate of overall need for pupil personnel specialists. It should not be forgotten that it is poor policy to use a skilled person in activities outside the scope of his professional competence. Adequacy in one area of service does not compensate for deficits in another. A balanced staff providing each necessary service is a prime consideration.

Our best judgement is that, taking into account the variety of specialized services which are necessary, a ratio of one pupil personnel specialist to every 125 or 135 pupils is needed. For example, in a typical school district of 10,000 pupils, there ought to be approximately 70-80 pupil personnel service specialists and supervisors. As stated above, there will be variations from situation to situation in the numbers of any one of the pupil personnel specialties. Typically most of them will be staff members performing the more traditional pupil personnel services listed in Chapter II, while the balance may include resource specialists for the handicapped and other emerging pupil personnel services. Future developments may well alter these ratios as well as change the estimate of the total number needed.

The specifics within this overall recommendation will need to be adjusted to the situation. The utilization and deployment of staff at any given time will be influenced by the nature of the school instructional activities and by the availability of referral resources as well as by the characteristics of the pupil population. The socio-economic nature of the community obviously will be another important factor in determining the kinds and use of staff personnel as well as the number required.

In some cases, a ratio of even one to one hundred may be insufficient. This will be particularly true in schools with a large number of

educationally deprived pupils or where the program for handicapped children emphasizes maintaining such children in "regular" classes with "normal" children to a maximum extent with the supportive help of a pupil personnel staff skilled in this field. This policy is increasing in favor. It necessitates greater use of consultants and resource specialists who function in a pupil personnel capacity in their work with these children, their teachers and their families.<sup>1</sup>

The extent to which the professional staff is assisted by aides, clerical personnel and computers also influences staff requirements. The use of aides is proving its worth, not only in helping to extend further the services of professional personnel but also in finding new effective ways of working with pupils and their families. There is increasing evidence that paraprofessionals, especially those who come from the cultural environment of the pupils, can significantly increase the effectiveness of pupil personnel services. Aides can do more than relieve the professional staff of routine tasks. They can enrich the total program.

There are many clerical tasks related to pupil personnel services. The staffing pattern must include provisions to assure that this assistance is readily available when needed.

Rapid progress is being made in the use of computers and data processing techniques which made pupil data and other necessary information more readily available. Experimentation is being made in the use of computers to facilitate research, pupil evaluation and placement, training in decision making, and other aspects of pupil personnel services as well as instruction. This can be an increasingly important factor in "staffing" the pupil personnel services.

The Cost. The cost of providing a pupil personnel staff member for each 125-135 pupils is often a threatening figure. There is no easy answer. Availability of funds is a factor of values and recognition of need. Establishment of need and commitment to meet the need are necessary steps in initial program financing. A modest start of a quality service is one of the best ways of securing support for expanded services if such expansion is indicated. It is a false economy that prevents expenditures for services that are essential for the achievement of the goals to which the total school budget is devoted.

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<sup>1</sup>Concomitantly there may be a decrease in the number of full-time special education classes. (Personnel assigned to teach such classes are considered as instructional rather than pupil personnel staff in this discussion.) Thus although there may be an increase in the number of pupil personnel workers assigned to the handicapped, there may be no major increase in the total number of professional staff in the program for the handicapped.



Program priorities. The superintendent is often confronted with the problem of determining which services to institute or expand within the restrictions of limited supply of available personnel. Decisions should be based upon most apparent needs as seen by the staff. There is no one best place to start. It becomes evident that an adequate staff for each service is necessary for effective functioning, and there emerges a gradual development of services built on experience. This is more realistic and more effective than the sudden emergence of a full scale program.

When the number of staff is inadequate, decisions must be made as to the children to be served. The alternatives are, complete and adequate services in one school and no service in another; service focused on remediation with major attention to those whose needs are most apparent; service focused on prevention, with relatively little attention devoted to those whose problems are such that the prognosis is poor or the time involved would be disproportionate; emphasis on activities that can be carried out in group work rather than individual work; emphasis on working with children versus working with teachers. There is no single right answer. The decisions must be made on the basis of careful consideration of the effects of the various alternatives and the consequences of neglecting necessary services.

At the same time special efforts may be required to assure that the pressures of service to certain children (e.g. those who are disadvantaged, gifted, handicapped, college bound, etc.) do not preempt a disproportionate share of pupil personnel time at the expense of all the other children in the school.

Staff supply. The heavy demand for skill at all professional levels is felt in a particularly severe way in the pupil personnel fields. Programs of preparation are being expanded and funds to support training of staff are available from several state and federal sources. It appears, however, that it will be necessary for many school administrators to identify teachers and other individuals in the community who have the potential for pupil personnel work, and to encourage such people to acquire the necessary training by providing financial assistance and in-service training programs.

This search in the community should identify those with the potential to achieve the professional level and also those who, as paraprofessionals, can contribute to pupil personnel services. Funds spent in identifying and training such persons will pay important dividends.

#### RELATIONSHIP TO THE TOTAL SCHOOL PROGRAM

School administration. An effective relationship between the pupil personnel services and the total school program is dependent upon an understanding by the school administrators of the pupil personnel services concept and purposes. This framework serves as a basis for development among the district staff of an understanding of the functions and contributions of pupil personnel services as an integral part of the educational program.

Orientation. Rapid changes in staff and changing emphasis in program necessitate a planned and continuing orientation with teachers and administrators. This program should focus on the mutual contributions of all members of the school staff to both the instruction and the pupil personnel services in the school.

A coordinated effort. It is necessary to establish within the administrative organization a framework which assures effective communication and coordination among the three major units of the school administration, curriculum instruction, and pupil personnel. An interrelationship should exist among all staff members to promote an interdisciplinary approach. Administration and teaching staff cannot rely on pupil personnel services as the sole instrument to correct the problems of pupils, nor should pupil personnel services take this responsibility upon themselves.

The school curriculum is the core of the success of the school, but healthy students and healthy attitudes of staff toward students are also a necessary basis for effective learning. Pupil personnel services cannot be effective when necessary changes in curriculum are ignored or when attitudes of staff and the general health and well-being of individual students are ignored.

Provision should be made to assure that pupil personnel staff are able to maintain close contact with the teachers of the pupils with whom they are working. Case conferences and individual consultations should be ongoing activities and time must be provided to make them possible. Conferences between teachers and pupil personnel staff should precede the preparation of pupil personnel reports on individual pupils.

Referrals. The procedures by which pupils make self-initiated contacts with the pupil personnel staff and by which referrals are made by teachers or administrators should be fully understood by all. Procedures for referral of pupils among the members of the pupil personnel staff and to the community services also need to be established. All of these procedures should be designed to assure coordination and communication among the staff involved. Referral conferences are an important method of facilitating coordination as well as service. The building administrator should be aware of referrals which may be significant to his role as chief officer of the school.

#### RELATIONSHIP TO COMMUNITY

Pupil Personnel Services: Part of Community. Pupil personnel services, to be successful, cannot restrict activities to the school district. There are many agencies in the community which provide services to the student and his parents. The schools and particularly pupil personnel services are one of these agencies and should work in partnership with other agencies serving the community. Among these other agencies are counseling and mental health agencies; health, welfare and employment agencies; business and industry; religious agencies; youth and recreational agencies; colleges; police, probation, and other local government officials; medical clinics; and parent groups.



Cooperation and coordination. Uncoordinated efforts on the part of any one community agency will produce fewer effective results, and may not only duplicate services but may result in conflicting goals and approaches and a dissipation of efforts.

A close working relationship, with good communication among agencies and their staff members will produce understanding, a better perspective and more effective services.

Decisions must be made continually by each agency as to the agency which can most effectively provide specific services and what each agency's major emphasis is or should be so as to decrease overlapping and conflicting directions and improve total effectiveness.

The need for cooperation and coordination is highlighted by the increase in the numbers of agencies which focus on the problems of the "inner city" or urban areas and the necessity for educational participation as one of many agencies in a massive attack upon a major social problem.

Unique objectives of each agency. Each agency has its own primary objective and each employee of the agency provides his unique skills according to the primary objective of the agency. The primary objective of the school district is to facilitate student learning. This may not be the primary objective of any other agency serving the community.

The psychologist employed by a company provides different services and fulfills different needs than the psychologist in a mental health clinic and neither provides the services or performs the function of a psychologist employed by a school district. A similar distinction exists for all members of pupil personnel services. Therefore, the board of education should not rely on other agencies in the community to provide school services because their objectives and philosophy and many times the training and experience of their staff differ so profoundly they could not be expected to provide the required services effectively or efficiently.

Mutual support. Cooperation, coordination and mutual support will tend to increase both recognition and funds as well as to increase effectiveness. Business and industry employ students on a full time and part time basis, through a work-study program and through permanent employment. Their experience with the students can provide an excellent evaluation of the schools' effectiveness and help to continually improve and update the instructional program.

The industry which works closely with the schools in developing an effective work-study program develops a pool of talent better prepared to be productive. The school district which works closely with employers, utilizing their experience with the school's product (students), develops a better total educational program as well as a more effective employee and the consequent support from industry for school programs and services.

The school district which actively supports the mental health agency in its request to its board of directors for additional staff or facilities increases the probability that more efficient and effective services will

be provided for the community. The mental health agency which supports an administrative request to the board of education for additional social workers and helps clarify the roles of the school social worker as opposed to the agency social worker contributes to its own effectiveness and the progress of the total community.

Initiating Coordination. Coordinated effort on the part of all agencies serving the community does not come about until some agency takes the initiative. In many communities the school, particularly the pupil personnel services staff, will be the logical agency to take this initiative and set up a committee to analyze total community needs and make recommendations as well as provide an on-going forum.

#### INTERNAL FUNCTIONING OF SERVICES

Professional growth. Due to the rapidly developing professional knowledge, the changing techniques of professional practice and the need for developing procedures for identification of pupil needs, it is imperative to have a planned program of in-service training for professional development of the pupil personnel staff. Provision should be made in the budget for bringing consultants to the staff and permitting the staff to visit other programs and attend professional meetings.

Roles. The various disciplines within pupil personnel services have common as well as unique elements in training and skills. There will also be many variations of skills among workers within the same discipline. The pupil services organizational framework must facilitate an understanding on the part of each worker of his role and his relation to other workers. Role definitions for each service should be sufficiently flexible to allow each worker to do those things he does best, to take into account that each worker will relate better to some pupils than to others, to use his already established relations to individual children and to avoid confusion among pupils and staff as to who does what.

Supervision. Provisions for supervision constitute a significant factor in the success of the program of pupil personnel services. This is particularly important in the case of personnel who are employed in the educational setting for the first time or who are returning to education after being away from this field for several years. Even experienced staff who have been employed outside the field of education require this supervisory assistance as they become oriented to new approaches and emphasis in their work. Psychiatrists, psychologists, social workers and attendance officers, for example, frequently come from other employment settings. This orientation and on-going supervision should, when possible, be provided by a professional from the same discipline. When this is too expensive for an individual school system, a shared service among cooperating school districts should be arranged.

Such supervision should assist the pupil personnel worker to become increasingly self-responsible as a qualified professional worker and should avoid the establishment of a dependency relation to the supervisor. An experienced staff member should know when he needs consultative assistance concerning a pupil or a problem; increasingly the effective supervisor functions as a consultant and coordinator.

Evaluation. Provisions for continuous evaluation of staff performance and of program effectiveness must be built into the organization pattern of pupil personnel services. Staff should be continually alert to the reactions of administrators and teachers and take into account their perceptions of desirable priorities and program effectiveness. Staff also should engage in planned efforts to develop and/or use effective procedures of evaluation and implement the implications of such evaluation. The search for better evaluative techniques continues, but the need for evaluation is immediate and pressing. There are many procedures which can be used. The suggestions given here are designed to stimulate the development of evaluation procedures adapted to local program needs.

Examples of pertinent questions include

1. Does each member of the pupil personnel services staff
  - a) exhibit enthusiasm for his work? Does he feel he is achieving worthwhile goals?
  - b) believe that other members of the school staff are cooperative and interested in his work and, from the other viewpoint, do staff members feel that he is cooperative and interested?
  - c) strive toward professional growth (e.g. participation in professional meetings; reading and thinking about professional literature; discussing aspects of his work with appropriate professional colleagues)?
  - d) evidence through his work an understanding of the goals of the school and the relation of his work to those goals?
  - e) have a concept of his role which is in harmony with the concept others have about his work?
  - f) handle suggestions effectively and with understanding, reacting to them in a thoughtful, non-threatened, and productive manner?
  - g) have a positive attitude toward pupils, parents and his professional colleagues?
  - h) participate productively in evaluation interviews with his supervisor?
  - i) establish realistic priorities for his time so that he is able to accomplish the major tasks for which he is responsible?
2. Do other members of the school staff
  - a) value their contacts with the pupil personnel services staff?
  - b) take the initiative in establishing such contacts?

- c) give evidence of understanding the relation of their work to that of the pupil personnel staff?
  - d) follow established procedures for referral of children and for other aspects of their relationship to pupil personnel services?
  - e) identify children who should be referred to pupil personnel services before crises situations arise?
3. Do pupils of the school
- a) initiate contacts with the pupil personnel staff whenever such pupil-initiated contacts are appropriate?
  - b) give evidence that their contacts with staff have had a beneficial effect?
4. Do parents and community agencies
- a) initiate contacts with pupil personnel services, and do such contacts deal with items with which the pupil personnel services staff is properly concerned?
  - b) respond positively when contacted by school personnel?
5. Does the pupil personnel team
- a) have evidence of increasing use of pupil personnel services on the part of pupils, teachers, administrators, and parents?
  - b) spend an appropriate amount of time on developmental and preventive as well as remedial aspects of their work?
  - c) have objectives stated in writing which avoid vague platitudes, but which express the goals of the program in meaningful terms? Have these been revised within the past five years?
  - d) make a planned effort to assess the extent to which these objectives are being achieved? Is this assessment used for reviewing objectives and revising program activities?
  - e) secure objective indices of pupil progress and behavioral characteristics to evaluate the adequacy of program objectives and the effectiveness of program activities?
  - f) make a particularly intensive evaluation of one of its services each year?
  - g) make identifiable contributions to any specifically cited developments or changes in the school program?

Many of the questions listed above are suggested by the content of this bulletin, and many others could be drawn from this source. They are



examples also of relevant evaluative criteria which can be formulated by the superintendent and his staff when careful thought is given to the need for planned evaluation.

The questions are also illustrative of a group of criteria from which items can be drawn for the several evaluative tasks of the administrator; viz; evaluating individual staff members, evaluating a particular service, evaluating selected aspects of the total program, or evaluating the program as a whole.

The emphasis in evaluation should be not so much to rate what has happened as to acquire information that is used for planning for the future--building on strengths and correcting weaknesses; establishing policies and procedures and taking steps that will lead in desirable directions; moving ahead on a firm basis of experience and acceptance by those who are involved or affected.



#### IV

### PREPARATION OF THE ADMINISTRATOR AND STAFF

#### I. THE PUPIL PERSONNEL ADMINISTRATOR

The preceding chapter has set forth two major dimensions of the role of the pupil personnel administrator: (1) the administrator of one of the major elements in the educational program, and (2) a member of the "administrative cabinet."

This section deals with his preparation from the point of view of each of these dimensions. The presentation gives recognition to those aspects which are essentially common to the preparation of all school administrators but emphasizes important elements which are unique to this particular administrative field. Some of the content of previous parts of this bulletin is repeated here for purposes of emphasizing the relation of the job responsibilities to the preparation of administrators. Both professional study and professional experience are considered as important aspects of preparation.

#### COMMON ADMINISTRATIVE DUTIES

General administration. As the administrator of one of the major elements in the educational program, the pupil personnel administrator has many responsibilities which are similar in nature to those of other system-wide administrators. For example, he has responsibilities for staff selection and staff evaluation, for leadership in policy formulation and program implementation, for coordination and articulation of a variety of school programs at all levels of public education. Likewise he has budgets to prepare and manage plus administrative routine to supervise.

Policy making. As a member of the "administrative cabinet" he shares with other key administrative personnel the responsibility for planning with the superintendent and the board of education for the coordinated development of a total program of education. He must strive for the progress of his particular area of responsibility within a framework of a balanced approach to education in a complex structure with complex goals. He must be able to see beyond the limits of his own particular field, and concurrently bring to this larger field the particular focus that he has as a pupil personnel administrator.

Implications for preparation. Preparation through professional study for the responsibilities common to key administrators can be part of a core in administrative preparation. This should include a strong background in liberal arts followed by professional courses in educational methodology;

curriculum development; social, philosophical and psychological foundations of education; theory and practice relevant to personnel and management problems in education. Other courses designed to provide an understanding of people as individuals and as members of a social structure as well as an understanding of the educational process and the problems related to effective educational administration--leadership and management--should also be included.

#### UNIQUE ADMINISTRATIVE EMPHASIS

The aspects of professional preparation more specifically relevant and unique to the administration of pupil personnel services include items such as the following:

Orientation to the pupil personnel disciplines. It is essential that a graduate program of professional preparation for pupil personnel administrators include an intensive orientation to each of the major pupil personnel specialties. This should have as a major objective a knowledge of the general content of professional study required of each pupil personnel specialty, and an understanding of the training and orientation of these staff members. It is a complex task to coordinate the work and the working relationships of a group of interrelated professionals who have had significantly different emphases in their training and professional orientation.

Professional staff administration. This term is used here to refer to staff selection, staff development, staff "supervisory counseling," and staff evaluation, each of which has elements similar to other aspects of school work, but also has elements which require some special emphases in professional preparation.

(1) Professional staff development. Preparation for responsibilities in supervision and professional growth should enable the pupil personnel administrator to be a leader with emphasis on motivation of his staff rather than a director with emphasis upon authority. Content should include the nature of a supervisory procedure which deals primarily with helping each staff member to become more professionally effective; the motivating of staff to professional growth through encouragement, considerate suggestions for improvement, recognition of achievement; availability to provide support, direction and decisions; respect for staff members as individuals and as professionals; receptivity to innovations; recognition and acceptance of their strengths and weaknesses. Equally important for the administrator as a goal in professional staff development is the creation and maintenance of an environment in the school and in personal relations which enables staff members to function effectively and encourages them to strive continually for a high level of performance.

Although this is a task which is common to many administrative positions, it requires unique emphasis in preparation because of the variety of specialized groups involved; the types of pupil, parent and community problems with which the staff must deal; the rapidly growing body of knowledge related to their work; the

frequency with which professional knowledge or influence is inadequate to enable them to achieve the desired goals; and the frequency with which problems handled by them present extreme difficulty or frustrations.

(2) Staff selection. The task is one of selecting people whose major roles will include working extensively with other persons who are significant adults in the lives of pupils. Thus there is more involved than evaluating a potential staff member in terms of his technical skills in working with pupils.

There is also the problem of balance. Persons educated in the same pupil personnel discipline may have quite different levels of competence in particular job functions, and often the task goes beyond selecting a counselor or a social worker or a psychologist. It is one of selecting an individual whose particular skills are needed as part of the pupil personnel team.

Program administration. This term is used here to include program planning, program implementation, program evaluation. Professional study should include emphasis on these topics as they apply specifically to pupil personnel services.

(1) Program planning. Among the special skills required in program planning are the ability

- a) to study the pupil personnel services requirements of the school system in terms of the needs of pupils and of staff for the various types of pupil personnel services
- b) to establish priorities for program expansion
- c) to identify desirable new emphasis in the work of the pupil personnel staff members
- d) to work cooperatively with others in planning program direction and procedures.

(2) Program implementation. In addition to general administrative skills, program implementation requires

- a) emphasis on techniques required to implement the coordinated team approach among a pupil personnel staff who come from different disciplines, and whose work can at times seem to be overlapping or lacking in a common focus;
- b) continuous effort to assure that the pupil personnel staff functions as an integral part of the educational effort, maintaining effective communication with teachers and administrators, and a program of services which meets their needs as well as the needs of the pupils;
- c) development of an understanding of the role and significance of the pupil personnel services. This is often

difficult for the community to realize. Contact with parents may have been regarding problems which have no simple or immediately satisfying solution. This can lead to negative reactions to the service. Also, the contribution of the pupil personnel services is often less immediately apparent than that of the classroom teacher, especially when the focus is on developmental and preventive approaches rather than on remedial services and problem situations;

- d) skill in relating the school services to community services and achieving the goal of a coordinated school-community approach to the problems of children and their families as they relate to the educational endeavor.

(3) Program evaluation. Effective program evaluation is one of the most elusive elements in education. It is especially elusive in pupil personnel services. How does one judge whether the children with whom staff members work have fewer difficulties because of pupil personnel services? How does one judge whether the pupil personnel services, through developmental and preventive approaches, have reduced the severity and number of problem situations? How does one assess the relative contribution of administration, instruction and pupil personnel services in the success of students? Are such comparative assessments desirable or harmful? How does one weigh the factors (often unknown) which are beyond the control of school personnel?

Can there be objective criteria by which one measures the extent to which a particular service or an individual staff member is having a significant impact on the pupils or on the school program? Criteria such as standardized test scores and their relation to school records, drop out rate, pupil discipline cases, teacher, pupil or parent "satisfaction," post high school work or educational records are at best inadequate indicators of program quality. However, only through effective evaluation--assessing the adequacy of present procedures and identifying possible steps to strengthen programs--can pupil personnel services establish the level of effectiveness that is required. Specialized training is necessary for the pupil personnel administrator to use present evaluation techniques and to contribute to the development of improved techniques.

Legal aspects of Pupil Personnel Services. In order to deal effectively with many kinds of situations within his responsibility, the pupil personnel administrator requires knowledge of laws affecting children and education. This knowledge should include understanding of the interpretation of such laws and their underlying basic concepts. Relevant legislation includes child protection laws, laws governing the education of exceptional children, laws regarding confidential information, libel and slander, and laws concerning health and social services to individuals and families. Preparation in this area through professional courses, workshops or experience should be a part of the background of each pupil personnel administrator.



Research: Techniques, interpretation, implementation. The pupil personnel administrator will be looked to as a consultant as well as a stimulator of research in education. Therefore, it is important that his background in research be more extensive than that required of the general administrator.

He needs an appreciation of the importance of research and an ability to identify and stimulate research which can contribute to the evaluation or improvement of pupil personnel, curriculum and other aspects of education. He will be called upon also to supervise the gathering of many kinds of data concerning pupils and to help interpret the implications of these data.

He may not need to qualify as a research specialist but he should have a knowledge of research techniques sufficient to enable him to coordinate research in local school districts, to assist in the planning of research, to analyze research and evaluate its relevance to specific operations within the school.

Supervised experience. The professional study for a pupil personnel administrator outlined above should be accompanied by carefully planned supervised experience through practicum and internship. These experiences should be in a public school setting and provide for a wide range of increasingly complex and responsible tasks in accordance with the professional growth of the prospective administrator. Direct supervision should be by a well qualified administrator with whom the university maintains a close liaison. The university is responsible for providing guidelines regarding the supervisor's responsibilities and the program of experience to be included for the interns.

Seminars. The practicum and internship should be accompanied by advanced seminars which assist the candidate to integrate theory and practice; to evaluate his experience in terms of his personal and professional growth; to make the transition from working as a practicing specialist to responsibilities as an administrator of several kinds of practicing specialists; to gain insight into possibilities for creative approaches to pupil personnel services and their administration; and to deal with the areas of needed research and "unanswered questions" such as those listed in Chapter V of this bulletin.

Electives. The graduate program should include a focus on the areas in which the candidate's previous professional preparation and experience have enabled him to secure only a very limited background. Each prospective pupil personnel administrator should have acquired, prior to his entry in the training program, certain of the competencies necessary for success in the position. The candidate will have had previous study, certification and experience in at least one of the disciplines in pupil personnel services, but may have a very cursory background in other disciplines; or his prior experience may have been in secondary schools as opposed to elementary schools. He may or may not have had extensive experience with exceptional children. His background in research, sociology and psychology may need strengthening to broaden his perspective and increase his effectiveness in the administration and supervision of pupil personnel services.



Additional professional courses to meet these needs should be provided as a supplement to his previous professional courses and experience.

The degree. The program of professional preparation outlined above, built upon professional preparation in one of the pupil personnel services, should be planned by the university as a program leading to the doctoral degree in pupil personnel administration, or in educational administration with a major in pupil personnel administration.

#### EXPERIENCE

Pupil personnel work. Experience in public school work as a member of the school staff is an essential part of the professional background of the pupil personnel administrator. It is highly desirable that this experience shall have included work in one of the pupil personnel services. Among the reasons for establishing this recommendation are the following:

- (1) Experience in at least one of the pupil personnel fields should provide the prospective administrator with many basic understandings of pupil personnel services and the team approach. The experience of working in a pupil personnel capacity with children, with other pupil personnel staff members, with teachers, and with administrators constitutes an effective means of acquiring basic understandings which would be most difficult to acquire in any other way.

- (2) There are many common elements in the preparation of pupil personnel staff which are not present, at least to the same degree, in the preparation of teachers. Thus, unless the future pupil personnel administrator has the professional preparation required for at least one of these disciplines before beginning his program of administrative study it would be necessary for him to have a much more extensive program of specialized preparation in pupil personnel administration.

Teaching. Although it is probably helpful for his experience to have included classroom teaching, a more important element is that his public school experience should have provided him with a meaningful understanding of the teachers' goals, activities and problems as well as an understanding of pupils, both as individuals and as members of a class.

Community agency. Another type of experience which may be helpful, though not regarded as essential, is experience in a community agency or other child service organization. The pupil personnel administrator will have numerous occasions to understand the role and problems of such agencies and to work cooperatively with them. To have experienced professional growth in such a setting should be a desirable "plus" on the record of a pupil personnel administrator.

#### LEADERSHIP QUALITIES OF THE INDIVIDUAL

There is an element in preparation, or at least in qualification, for administration work which does not fit neatly under professional study or professional experience. Yet, hopefully both professional study and

professional experience contribute to its development. This element is the ability to work effectively with people, to have insight into the true nature of problems, to understand both one's own perceptions and the perceptions of others, to adapt to change and to initiate change, to "worship" neither change nor the status quo. It is only when these qualities characterize the work of the pupil personnel administrator, that professional study and experience have made a satisfactory contribution to the personal development of the pupil personnel administrator.

## II. THE PUPIL PERSONNEL SERVICES STAFF

The professional preparation of the pupil personnel services staff member as described in this section has two dimensions--the professional preparation which should be common to all in the educational profession and the professional preparation which is unique to the pupil personnel services staff member. This section deals only with the general pupil personnel preparation within the disciplines provided in accordance with the standards of their respective professional associations.

Elements common to all educators. Each member of the educational staff needs appropriate preparation to help him develop a framework within which to exercise his skills. This should include a recognition that, although influenced by varied factors and forces, the child functions as a whole. A point of view needs to be developed which emphasizes the facilitating of individual student learning and the desirability of experimentation, creative ideas and innovative approaches to achieve this. This should be such that it helps the staff member to understand each person as an individual as well as a member of a group, and to recognize and accept the overall goals of education. Each member of the educational staff needs appropriate professional preparation to develop skills and evaluate his achievement in his particular chosen field.

Elements unique to pupil personnel. The uniqueness of the professional preparation required for a member of pupil personnel services lies more in the area of emphasis than of kind.

(1) The team approach. The professional preparation of a pupil personnel staff member should assist him in developing an understanding of the concept, methods and necessity for an interdisciplinary team approach. This requires an appreciation of each discipline's contribution to the team as well as its relation to other disciplines in the school setting, and the recognition that effective interprofessional communication is paramount.

(2) The educational environment. It must be recognized by each pupil personnel staff member that the several pupil personnel disciplines existed within a different framework prior to their introduction into the field of education and currently are practiced today both within the field of education and in other settings in our society. Therefore, some of the discipline's specialized objectives and concepts cannot be transferred intact into a new field--the field of education--without modification. This is not

so generally true for educational disciplines other than pupil personnel services. Thus there is the necessity for each pupil personnel staff member to recognize that the objectives of his discipline, when in the school setting, must be modified to coincide with the objectives of education. The need for the training program to take this necessity into account is greater than for others in the field of education.

(3) Loyalties. For similar reasons, it might be recognized and accepted by each pupil personnel services staff member that there exist multiple loyalties which may be perceived as conflicting loyalties (loyalties to one's discipline versus loyalties to education; loyalties to the individual versus loyalties to the school; loyalties to pupil personnel services versus loyalties to individual school buildings) and that it is necessary to reconcile these in the interest of students and education in general.

(4) Common Core Courses. To implement the development of this unique framework or point of view, a common core of courses should foster (a) interprofessional communications among disciplines, (b) an understanding and appreciation of the roles of disciplines, (c) a desirable interrelationship among disciplines, and (d) understanding of the objectives, methods and problems of education and of each discipline in the school setting.

Other common core courses which should be an integral part of the required preparation for each discipline include anthropology, psychology and the social sciences, human growth and development, mental health, foundations of American education, the learning processes, overview of pupil personnel services, student assessment and evaluation, statistics, the exceptional child, interview techniques and counseling.

(5) Pupil personnel practicum and seminars. The practicum or internship provided for each discipline should include practical experience in utilizing the team approach and case conference techniques in the school setting. It should be developed cooperatively between the universities and the schools to provide the experience and growth necessary to so vital an area.

Objectives of seminars should include creative understanding of pupil personnel problems and thoughtful approaches to education practice. Whenever possible a university should arrange for students in each of the pupil personnel services to meet together in these seminars.

Professional associations. The preceding paragraphs have recommended a philosophy of preparation that will enable each of the specialties within pupil personnel services to utilize their skills in the schools as members of a pupil personnel team and as members of the educational enterprise. Professional associations should be prepared to further this philosophy by providing direction and assistance in developing objectives and procedures, and in evaluating programs and outcomes.

This active concern and involvement of the professional associations can be an important factor in promoting both professional preparation and professional identity which is essential for its members in their educational roles.

V

CHALLENGES AND RESEARCH

In earlier sections of this bulletin, the basis for a program of pupil personnel services as part of the total educational program has been set forth. In order to assure that this program will make the greatest possible contribution to the education of all youth, continual evaluation is essential. It is through evaluation that school personnel will know what changes are necessary as well as what areas to expand. As part of this evaluation, research in a number of particular areas is vital. There is a danger that changes will be made because they seem to be good ideas rather than because of their proven value.

Many areas of concern to all in education have major implications for the pupil personnel services. Some of these are listed below. They relate to professional preparation as well as to program implementation in the schools.

Studying the child. There is a need for improved methods and techniques for understanding of children as individuals and as pupils in the school. If the school is to take adequate account of normal development characteristics of children, much research on common elements of growth is required. If the school is to serve adequately children who have problems in learning and adjustment, there is need for additional skills in diagnosis and for research on the causes and remedial steps which the school can undertake.

Does the curiosity and imagination of pupils diminish as they progress through the school program? Why?

Why do children learn differently and how do we identify these individual learning characteristics so they can be taken into account in teaching?

How do we obtain more meaningful information on significant aspects of learning needs of normal and of exceptional children?

What is the etiology of learning problems?

How can we tell when the school is meeting the needs of children?

Changing times. Some of the problems of today's youth are different from those of a few years ago and we can assume that the problems of youth a decade from now will differ from present problems. These are



problems caused by changing populations, the changing occupational world, the changing values of society and its implications for youth and adults, the changing goals of the nation, the degree of commitment asked of people, the political and economic forces that affect our lives, and the changing technology.

Does the present training of pupil personnel workers prepare them to help youth meet new problems as they arise?

What are other implications of the dynamic nature of our society for the preparation, role and techniques of pupil personnel workers?

As the demands of society change, school programs have to be adjusted to meet the ever changing needs of youth. The problem is not only one of need for change but the determination of the direction of this change.

How can the pupil personnel worker serve most effectively in determining needed changes and their direction?

What should be his relationship with other school personnel in this function?

Preventive approaches. The importance of developmental and preventive aspects of pupil personnel services is recognized, but techniques for assuring their effectiveness are less well understood.

How can these aspects of pupil personnel be made more effective?

What are appropriate techniques?

How does one identify the groups with which to work and the types of early help they need?

Can potential learning problems be detected at an early age?

Differential approaches. The problems of males in school differ in a number of areas from those of females. There are differences between boys and girls in their rate of development. There are differences in the intensity and types of problems which they have in school. The curriculum often appears to be more appropriate for girls than for boys.

How can pupil personnel services contribute to an educational effort to provide such differential approaches as may be needed for boys and girls?

There are many other differences among pupils: the achiever vs. the underachiever; the advantaged vs. the disadvantaged; the college-bound vs. the terminal student; the discouraged vs. the persistent; the child with handicaps vs. the child with exceptional talents; the school age vs. the preschool age child.



What differential approaches in pupil personnel are needed for these pupils?

What differential approaches are needed to meet individual differences within any broad classification of pupils such as those indicated above?

What are effective ways for pupil personnel workers to deal with the problems of disadvantaged and minority groups?

How can professional staff from one culture learn to understand and help children from other cultures?

There are differences in techniques and focus. There are emphases upon working with parents or with teachers. There are emphases upon group counseling and on utilizing the "groups" to which pupils belong to achieve pupil growth.

What is an efficient and economical distribution of time among each of these alternatives?

Which are more effective in releasing the child's potential for self-actualization and growth?

What are the identifying characteristics of children or of problem situations which are more responsive to one or another of these alternatives?

Are there other and better alternatives?

Should the pupil personnel staff be devoting greater attention to modifying the structure within which children live and learn, and to strategies for overcoming or "escaping" from the adverse consequences of this structure? How? To what extent does the pupil personnel worker move beyond the school in this attack?

Social problems. The school is being asked to assume a continually greater role in the solution of social problems. At the same time there is overlapping of federal and state programs by community agencies and the school. In addition, questions are being raised about the right of school personnel to gather and use information about students. Problems arise in defining how much a pupil personnel worker should intervene in the lives of others.

How does the role of the pupil personnel worker differ from that of the parent and from that of agencies outside the school?

How can he participate in marshalling effective community participation in meeting social problems?

Specialists vs. generalists. Although each of the disciplines within the pupil personnel services is distinctive, there are many similarities. Proposals have been made for more broadly trained personnel, for more highly specialized training and for new types of specialties.

How distinctive will the future role of each of the services be?

Is there a need for a generalist as well as the various specialists?

What is the meaning of this in terms of future training of pupil personnel workers?

What would be the effect on the functions of specialists and on the team approach?

Paraprofessionals. The use of paraprofessionals carrying on functions formerly assumed by professionals is increasing in education as well as in industry.

What role, if any, can be played by support personnel such as aides and technicians in performing some of the duties now assigned to professional pupil personnel workers?

What are the advantages and disadvantages to the student?

What precautions are necessary to assure that students benefit and that inherent dangers are avoided?

Changes in school organization. School organization has been changed a number of times over the years and there is a wide variety of school organizational patterns throughout the nation. Significant changes in curriculum and teaching techniques are increasingly evident.

What are the implications of these changes for the pupil personnel services?

What modifications in the organizational pattern of the pupil personnel services should accompany changes in school organization?

Technological advances. Rapid technological development has influenced all phases of society. Many phases of the new technology are being adapted for school programs. The use of computers has stimulated the growth of knowledge and made this new knowledge more readily available.

What part should the new technology play in the development of programs within the pupil personnel services?

What effect will computers and other new educational media techniques have on instruction and counseling?

How can closed circuit TV be used in pupil personnel services?

Evaluation. It is important to emphasize the need for the development of procedures and criteria for all aspects of evaluation of the pupil personnel services. Only as this occurs can significant contributions be made to the development of an effective on-going program of pupil personnel services. The task of developing meaningful criteria has been particularly frustrating in the area of pupil personnel services. Research is needed to establish these criteria and to devise evaluative techniques. In addition, pupil personnel services should address itself to a systems analysis or cost effectiveness approach.

How can staff time and energy be most effectively directed?

What constitutes valid criteria for the evaluation of pupil personnel staff and programs?

How can reliable measures of these criteria be obtained?

The challenges to education and to pupil personnel services in particular which are evident in the questions raised in this section provide testimony of progress which has been made as well as tasks for the future. The realization that problems exist--that we aren't so sure we have the answers--is the first step toward their solution. The pupil personnel profession will have a significant role in the experience and research which should provide the knowledge and procedures necessary for progress.

## CONFERENCES AND INTERVIEWS

### July

Mr. Frank Farrenkopf, Senior Supervisor of Guidance, Counseling, and Testing, State Department of Education  
Mr. John P. Morine, Senior Supervisor, Occupational Information and Vocational Guidance, State Department of Education  
Dr. Vernon Jones, former Chairman of the Department of Education, Clark University  
Mr. George O'Shea, Director of School Adjustment Counseling, Division of Youth Service  
Dr. Nicholas Wells, Senior Supervisor, Mentally Retarded Children, Department of Education  
Miss Sophie Kasperovich, Public Health Nursing Advisory Specialist of School Health, Department of Public Health  
Mr. John Murphy, Supervisor, Speech and Hearing Handicapped Children, State Department of Education  
Mr. Warren Benson, former Supervisor of Guidance and Placement, State Department of Education

### August

Mr. Anthony J. Zarella, Senior Supervisor, Guidance, Counseling, and Testing, State Department of Education  
Dr. Edward Landy, Assistant Superintendent for Pupil Personnel Services, Newton Public Schools  
Dr. Bert A. Roens, Superintendent, Arlington Public Schools  
Mr. William Philbrick, Director, Bureau of Special Education, State Department of Education  
Mr. Thomas H. Browne, Assistant Director, Bureau of Special Education, State Department of Education  
Mrs. Helen I. Church, Supervisor, Physically Handicapped Children, State Department of Education  
Mrs. Marjorie J. Frye, Supervisor, Blind and Partially Seeing Children, State Department of Education  
Mr. William P. Keating, Assistant Supervisor, Blind and Partially Seeing Children, State Department of Education  
Mrs. Marianne C. McKeon, Supervisor, Deaf Children, State Department of Education

### September

Mr. William Hewson, Supervisor, Guidance, Counseling, and Testing, State Department of Education  
Dr. William C. Gaige, Director of Research, and Dr. Lawrence E. Fox, Senior Research Associate, Massachusetts Advisory Council on Education  
Mr. Frank Farrenkopf, Senior Supervisor, Guidance, Counseling, and Testing, State Department of Education  
Dr. Robert O'Hara, Executive Director, Information Systems for Vocational Decisions, Harvard University  
Dr. Eleanor Moosey, Director, Pupil Personnel Services, Worcester Public Schools  
Mrs. Robert Bowditch, President, Massachusetts Association of School Committees

October Miss Mary Carroll, Director of Guidance, New Bedford High School  
Mr. Alexander Thomson, former Director of Occupational Information and Placement, Bedford Public Schools  
Dr. Eleanor Moosey, Director, Pupil Personnel Services, and Dr. John Connor, Superintendent, Worcester Public Schools  
Fall Meeting, Massachusetts Advisory Council on Guidance and Counseling

November Massachusetts Association of School Adjustment Counselors and Massachusetts School Counselors Association, joint meeting  
Study Advisory Committee meeting, Clark University  
Mr. Bernard T. White, Director, Pupil Personnel Services, Framingham Public Schools  
League of Women Voters conference, "Education for the Year 2000"  
Miss Lynnette Holden, Director of Guidance, Bourne Public Schools  
Mr. Osborne Bearse, Assistant Superintendent, Yarmouth Elementary Schools  
Mr. Jesse J. Morgan, Superintendent, Harwich Public Schools  
Miss Lillian E. Preiss, Mount Everett Regional High School, Alford  
Mr. Richard Gerlach, Director of Guidance, Lee High School  
Dr. Nancy Newbert, School Psychologist, Norton Public Schools  
Mrs. Doris Bruce, Guidance Counselor, Fairhaven High School

December Mr. Louis Gorman, Director of Guidance, South Hadley Public Schools  
Dr. Marcella R. Kelly, Superintendent, Holyoke Public Schools  
Mr. U. Neal Cowing, Supervisor, Senior High School Guidance, Springfield Public Schools  
Massachusetts Advisory Council on Guidance and Counseling meeting  
Mr. Vincent M. McCartin, Superintendent, Lowell Public Schools, and Miss Beatrice T. Hoar, Director of Guidance, Lowell High School  
Mr. Thomas J. Corrigan, Director, Vocational Guidance and Research, Haverhill Public Schools  
Mr. John Houston, Superintendent, Medford Public Schools  
Messrs. James Fleming and Michael Fleming, Supervisors of Attendance, Boston Public Schools  
Mr. Warren Chafe, Director of Reading Program, Wayland Public Schools  
Mr. Francis J. Bansfield, Director of Guidance, Tantasqua Regional High School, Sturbridge  
Mr. William Nolte, Director of Guidance, Palmer High School  
Mr. Joseph F. Plouffe, Assistant Superintendent, Pupil Personnel Services, Brockton Public Schools  
Mr. William J. Quinlan, Director of Guidance and Pupil Personnel Services, Silver Lake Regional High School, Kingston  
Mr. David Lynch, Director of Guidance, Abington High School



Mr. Samuel Samuels, Director of Guidance, Revere High School  
Miss Elizabeth McQuillan, former Director of Guidance,  
Hudson Public Schools  
Mr. Alfred F. Turner, Director of Guidance, Lenox High School

January

Team interview, Framingham  
Study Advisory Committee meeting, Clark University  
Dr. N. Deming Hoyt, Supervisor, Elementary School Adjustment  
Counselors, and Dr. Stanley C. Speer, Director, Guidance and  
Psychological Services, and Mr. Joseph P. Flaherty, Director  
of Speech, Hearing, and Vision, Springfield Public Schools  
Team interview, Haverhill  
Conference at Clark University, representatives of all training  
programs for pupil services practitioners in Massachusetts  
invited  
Drs. Donald Ferguson and Ronald Peterson, staff, Interprofessional  
Research Commission on Pupil Personnel Services  
Mr. Leonard F. Farrey, Associate Professor of Education,  
Worcester State College  
Massachusetts Advisory Council on Education meeting, Boston  
Dr. William Gaige, Director of Research, Massachusetts  
Advisory Council on Education  
Mrs. Doris Bruce, Director of Guidance, Fairhaven High School  
Mr. Maurice J. Downey, Director of Vocational Guidance, Boston  
Public Schools  
Mr. Lincoln Lynch, Superintendent, Middleborough Public Schools

February

Mr. George O'Shea, Director, and Mrs. Natalie Hunt, Supervisor,  
School Adjustment Counseling, and Dr. John D. Coughlan, Director,  
Division of Youth Service  
Mr. Douglas A. Chandler, Associate Commissioner, State Department  
of Education  
Dr. Arthur Bindman, Region VI Mental Retardation Administrator,  
State Department of Mental Health  
Dr. Lewis B. Klebanoff, Associate Professor of Education, Boston  
University  
Mr. Walter J. Markham, Director, and Mr. John P. Morine, Senior  
Supervisor, Occupational Information and Vocational Guidance,  
Bureau of Vocational Education, State Department of Education  
Dr. William Gaige, Director of Research, Massachusetts Advisory  
Council on Education  
Massachusetts Advisory Council on Education meeting, Boston  
Mr. John J. Murphy, Supervisor of Speech and Hearing  
Handicapped, State Department of Education  
Messrs. Frank Farrenkopf and Walter Hewson, Supervisors,  
Guidance, Counseling, and Testing, State Department of  
Education  
Southern Berkshire Guidance Association meeting, Dr. Liddle  
invited as speaker  
Mr. James Devlin, Director of Court Clinic Program, State  
Division of Legal Medicine  
Miss Sophie Kasperovich, Public Health Nursing Advisory  
Specialist on School Health, Miss Hedwig Sorli, Public  
Health Education Coordinator, and Miss Vera Griffin,  
Educational Director, State Department of Public Health

Mr. William G. Tobin, Deputy Superintendent, Boston Public Schools

March

Dr. David Armor, Department of Social Relations, Harvard University  
Dr. Francis McKenzie, Director, Pupil Personnel Services, Brookline Public Schools  
Team interview, Norton  
Conference for pupil services practitioners, school administrators, and school committee members residing in south shore region of Massachusetts  
Team interview, Brockton  
Mr. Manuel Mello, Director, Massachusetts Association for Retarded Children  
Team interview, Quincy  
Conference for pupil services practitioners, school administrators, and school committee members residing in western region of Massachusetts  
Team interview, Brookline  
Dr. Neil V. Sullivan, Commissioner of Education, State of Massachusetts  
Dr. Richard T. Goldberg, Director of Research, Massachusetts Rehabilitation Commission  
Dr. B. R. Hutcheson, Assistant Commissioner for Children's Services, State Department of Mental Health  
Mr. William G. Tobin, Deputy Superintendent, Boston Public Schools

April

Dr. William A. Philbrick, Jr., Director, Bureau of Special Education, State Department of Education  
Conference for pupil services practitioners, school administrators, and school committee members residing in Boston area  
State Senator Samuel Harmon  
Conference for pupil services practitioners, school administrators, and school committee members residing in north shore region of Massachusetts  
Mr. John Hogan, Dean, Wachusetts Community College  
Dr. Bert A. Roens, Superintendent, Arlington Public Schools  
Mr. Maurice J. Downey, Director of Vocational Guidance, Boston Public Schools  
Mr. Bernard T. White, Director of Guidance, Framingham Public Schools  
Mr. Stanley Kruszyna, former Director of Guidance, Medford Public Schools  
Mr. Harold M. Moran, Director of Guidance, Milford Public Schools  
Mrs. Cecile LeClair, Guidance Counselor, Newton High School  
Mr. Charles E. Murphy, Director of Guidance, Pittsfield Public Schools  
Mr. Leland Chapman, former Director of Guidance, Waltham Public Schools  
Dr. Thomas E. Christensen, Director of Guidance, Worcester Public Schools  
Dr. Clifton Emery, President, Worcester Junior College

May

Dr. Dugald S. Arbuckle, Director of Student Personnel,  
Boston University  
Mr. Donald Tucker, Assistant Director, Testing and  
Counseling Center, Northeastern University  
Dr. David V. Tiedeman, Professor of Education, Harvard  
University  
The Reverend James F. Moynihan, S. J., Chairman,  
Department of Psychology, Boston College  
Dr. Seth Arsenian, Director, Graduate Division, Guidance  
and Personnel Services, Springfield College  
Study Advisory Committee meeting, Clark University  
Massachusetts School Counselors Association meeting,  
panel presentation  
Miss Marjorie Powell, Supervisor, Bureau of Research  
and Field Services, State Department of Education  
Miss Sophie Kasperovich, Public Health Nursing Advisory  
Specialist on School Health, and Miss Ann M. Thomson,  
Director of Nursing Section, Department of Public Health  
Mr. Leonard Farrey, Associate Professor of Education,  
Worcester State College  
Dr. Edward Landy, Assistant Superintendent, Pupil  
Personnel Services and Special Education, Newton Public  
Schools  
Dr. Francis McKenzie, Director, Pupil Personnel Services,  
Brookline Public Schools  
Dr. Jack Monderer, Director, Pupil Personnel Services,  
Lexington Public Schools  
Dr. Edwin Herr, Department of Education, Pennsylvania  
State University  
Dr. Stanley Segal, Conservation of Human Resources Project,  
Columbia University  
Mr. Bruce Shear, Director, Division of Pupil Personnel  
Services, University of State of New York, State Education  
Department

June

Massachusetts Vocational Technical School Counselors  
Association  
Dr. William C. Gaige, Director of Research, Massachusetts  
Advisory Council on Education

SAMPLE COMMUNITIES

	<u>Community</u>	<u>1965 Total Pop.</u>	<u>Student Pop.</u>	<u>Per Pupil Expenditure</u>
LARGE over 40,000	Boston	616,326	131,944	528
	Worcester	180,341	40,704	516
	Springfield	165,520	41,091	447
	Quincy	87,158	19,681	497
	Lowell	86,535	21,648	437
	Brockton	83,499	19,020	427
	Medford	60,429	14,291	489
	Brookline	53,608	8,292	726
	Framingham	52,636	13,599	567
	Holyoke	52,369	11,732	389
	Haverhill	43,249	9,785	459
	Revere	42,394	8,751	494
MEDIUM 7,000-39,999	Fairhaven	15,642	3,832	465
	South Hadley	14,249	3,928	451
	Hudson	13,642	3,919	340
	Wayland	12,102	4,134	652
	Abington	11,790	3,192	495
	Middleborough	11,726	3,001	404
	Amesbury	11,617	2,565	508
	Palmer	11,394	2,654	414
SMALL under 7,000	Norton	6,737	1,757	473
	Bourne	6,376	3,840	548
	Kingston	4,946	1,206	437
	Harwich	4,830	1,178	662
	Lenox	4,661	1,212	466
	Sturbridge	4,006	1,072	585
	Otis	572	132	589
	Alford	224	51	652

MASSACHUSETTS ADVISORY COUNCIL ON EDUCATION

A Study of Guidance and Pupil Services in Massachusetts

182 Tremont Street  
Boston, Massachusetts 02111

This questionnaire has been designed for use with all pupil services workers. Some questions may not be applicable to your specialized field. Please mark "Irrelevant" before those questions which do not apply to you.

1. Sex ☐ M ☐ F
2. Age ☐ Under 25 ☐ 25-34 ☐ 35-44 ☐ 45-54 ☐ 55+
3. Education (Place an X beside highest level)
  - ☐ High School
  - ☐ Some college (i.e., junior college, nurses training, etc.)
  - ☐ Bachelor's degree
  - ☐ Bachelor's degree plus credit toward master's degree
  - ☐ Master's degree
  - ☐ Master's degree plus credit toward doctor's degree
  - ☐ Doctor's degree
4. Institution granting Bachelor's degree \_\_\_\_\_ Year \_\_\_\_\_
5. Institution(s) granting advanced degree(s) \_\_\_\_\_ Year \_\_\_\_\_  
 \_\_\_\_\_ Year \_\_\_\_\_ Year \_\_\_\_\_
6. Are you presently working toward an advanced degree? ☐ Yes ☐ No
7. What was your area(s) of graduate specialization? \_\_\_\_\_
8. Teaching experience ☐ None ☐ 1 or 2 years ☐ 5 to 10 years  
☐ Less than 1 year ☐ 3 or 4 years ☐ More than 10 years
9. Membership in professional associations (Please list)  
 \_\_\_\_\_  
 \_\_\_\_\_
10. What is your salary for 1968-69? ☐ Under \$5000 ☐ \$7000-7999 ☐ \$10,000-11,999  
☐ \$5000-5999 ☐ \$8000-8999 ☐ \$12,000-15,000  
☐ \$6000-6999 ☐ \$9000-9999 ☐ Over \$15,000
11. Length of contracting period ☐ 9 months ☐ 10 months ☐ 11, 12 months
12. At what level(s) do you work? ☐ Pre-school ☐ High School  
☐ Elementary ☐ Junior College  
☐ Junior High (Middle school) ☐ Other
13. What is your job title? \_\_\_\_\_
14. What percentage of your time is devoted to pupil services functions? \_\_\_\_\_%
15. What is the job title of your immediate superior in the administrative structure?  
 \_\_\_\_\_



16. List the job title(s) of the person(s) who assign work to you

\_\_\_\_\_

\_\_\_\_\_

17. In the above list, place a check mark before the title of the person who has priority in assigning work to you

18. List the job title(s) of the person(s) who evaluates your work

\_\_\_\_\_

\_\_\_\_\_

19. According to the formal structure, who are you supposed to ask for advice if you need it in the course of your work? (List the job titles of all relevant persons)

\_\_\_\_\_

\_\_\_\_\_

20. How frequently do you seek the advice of any of the following in the course of your work?

This title doesn't  
exist here      Frequently   Sometimes   Rarely   Never

School principal	_____	_____	_____	_____	_____
Assistant principal	_____	_____	_____	_____	_____
A supervisor in my discipline within my school system	_____	_____	_____	_____	_____
A colleague in guidance or pupil services	_____	_____	_____	_____	_____
Director of Pupil Personnel Services	_____	_____	_____	_____	_____
A teacher	_____	_____	_____	_____	_____
State Dept. of Education representative	_____	_____	_____	_____	_____
Regional professional association	_____	_____	_____	_____	_____
Someone else (Specify) _____	_____	_____	_____	_____	_____

21. Do you find yourself being supervised by more than one person at a time?

\_\_\_ Frequently    \_\_\_ Occasionally    \_\_\_ Never

22. If you are supervised by more than one person, are there ever instances of conflict in what is expected of you?    \_\_\_ Yes    \_\_\_ No

23. If yes, how is the conflict resolved? \_\_\_\_\_  
\_\_\_\_\_
24. Do you supervise anyone else's work? ☐ Yes ☐ No
25. What is the job title(s) of the person(s) you supervise? .  
\_\_\_\_\_  
\_\_\_\_\_
26. A recent study of teacher certification in Massachusetts has advocated differentiation in responsibility, training, and pay among teaching personnel. In your opinion pupil services should  
\_\_\_\_\_ move toward increasing differentiation in training required, responsibility, and pay  
\_\_\_\_\_ resist moves in this direction  
Comments \_\_\_\_\_
27. Which of the following statements best expresses your feelings about the educational requirements for your job? (Check one)  
\_\_\_\_\_ I am overeducated for many of the functions I am asked to perform  
Example(s) \_\_\_\_\_  
\_\_\_\_\_ The requirements are generally realistic  
\_\_\_\_\_ I am undertrained for many of the functions I am asked to perform  
Example(s) \_\_\_\_\_
28. Generally how competent, regardless of training, do you feel for the tasks expected of you? ☐ Very ☐ Moderately ☐ Marginally
29. In general, how adequate do you think your professional schooling (before entering this field) was for the tasks you face on the job?  
☐ Very ☐ Moderately ☐ Marginally
30. What experience is required for your job? \_\_\_\_\_  
\_\_\_\_\_
31. Which of the following best expresses your feeling about the experience required for your job? (Check one)  
\_\_\_\_\_ I do not need as much experience as is required  
\_\_\_\_\_ The requirements are realistic with respect to length and type of experience  
\_\_\_\_\_ Lack of experience leaves me unprepared to perform many of the functions  
\_\_\_\_\_ I am asked to perform
32. Please rank the following qualities in order of importance for your job  
\_\_\_\_\_ Formal education  
\_\_\_\_\_ Previous experience at similar positions  
\_\_\_\_\_ Previous experience at other positions (Specify) \_\_\_\_\_  
\_\_\_\_\_ Administrative ability  
\_\_\_\_\_ Enthusiasm for this type of work

33. In what job tasks do you feel most competent? \_\_\_\_\_
- \_\_\_\_\_
34. In what job tasks do you feel least competent? \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_
35. What additional course work or job experience do you wish you had received prior to your entry into this field? (Be specific) \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_
36. How long have you been employed in this school system?
- \_\_\_\_\_ 1 year \_\_\_\_\_ 2-5 years \_\_\_\_\_ 6-10 years \_\_\_\_\_ more than 10 years
37. How long have you held the position you now hold?
- \_\_\_\_\_ 1 year \_\_\_\_\_ 2-5 years \_\_\_\_\_ 6-10 years \_\_\_\_\_ more than 10 years
38. List the job title of the position you held immediately preceding the one you now hold
- \_\_\_\_\_
39. Does your job give you sufficient opportunity for professional growth? \_\_\_\_\_ Yes \_\_\_\_\_ No
40. What are the sources of your professional stimulation and growth?
- |   | Very significant | Moderate | Of little Importance |
|---|------------------|----------|----------------------|
| Supervisors in pupil services   | _____            | _____    | _____                |
| Local colleagues within my discipline                                   | _____            | _____    | _____                |
| Local colleagues outside my immediate discipline                        | _____            | _____    | _____                |
| Newspapers and general interest magazines                               | _____            | _____    | _____                |
| Professional journals   | _____            | _____    | _____                |
| Personnel who visit our district from the State Department of Education | _____            | _____    | _____                |
| Attending regional, state, or national professional meetings            | _____            | _____    | _____                |
| Further graduate course work  | _____            | _____    | _____                |
| Other (Specify) _____   | _____            | _____    | _____                |

41. In general, what percentage of your time is spent on each of the following functions?  
(Should total 100%)

- ☐ Administrative functions (making master schedules for school, budget preparation)  
☐ Clerical functions (filing, typing, answering telephone, test scoring, record keeping, etc.)  
☐ Supervisory functions  
☐ Conferences with students, parents, teachers, and other school personnel  
☐ Conferences or other contacts with agency or community persons  
☐ Professional meetings and professional reading  
☐ Testing, identification, evaluation, etc.  
☐ Other (Specify) \_\_\_\_\_

42. In the course of your work how much contact do you have with each of the following?  
(Check each item)

	This title doesn't exist here	Frequent	Occasional	Rare
School administrators	_____	_____	_____	_____
Teachers	_____	_____	_____	_____
Attendance officers	_____	_____	_____	_____
Counselors	_____	_____	_____	_____
Psychologists	_____	_____	_____	_____
Social workers/school adj. counselors	_____	_____	_____	_____
Medical personnel	_____	_____	_____	_____
Students	_____	_____	_____	_____
Parents	_____	_____	_____	_____
Speech and hearing specialists	_____	_____	_____	_____
Community agencies	_____	_____	_____	_____
State Department representative	_____	_____	_____	_____
Others (Specify) _____	_____	_____	_____	_____

43. Who makes referrals to you? (Check all those applicable)

- ☐ School principal(s)  
☐ Assistant principal(s)  
☐ Guidance counselor(s)  
☐ Teacher(s)  
☐ Someone else in the pupil services group or department  
☐ Someone else in the schools (Specify) \_\_\_\_\_  
☐ Parents or guardians  
☐ Self-referrals by students  
☐ Director of Pupil Services or director of my discipline  
☐ Community agencies such as regional mental health center (Specify) \_\_\_\_\_  
☐ Other (Specify) \_\_\_\_\_

44. In the above, place 1, 2, 3 (in order of frequency) beside the major sources of your referrals

45. What percentage of your cases are referrals? \_\_\_\_\_%

46. List five major reasons why students are referred to you

- (1) \_\_\_\_\_
- (2) \_\_\_\_\_
- (3) \_\_\_\_\_
- (4) \_\_\_\_\_
- (5) \_\_\_\_\_

What percentage of the referrals do you find time to follow through? \_\_\_\_\_%

47. If you cannot handle all referrals, which of the following typically determines your work priority? (Check one)

- \_\_\_\_\_ Handle all referrals made to me
- \_\_\_\_\_ Decision of supervisor in guidance or pupil services
- \_\_\_\_\_ A group decision in a regularly held case conference meeting
- \_\_\_\_\_ The principal or his assistant
- \_\_\_\_\_ Your own judgement of the severity or immediacy of the need
- \_\_\_\_\_ Handle referrals in order of receiving them
- \_\_\_\_\_ Other (Specify) \_\_\_\_\_

48. When you feel that you are unqualified to handle a particular referral, approximately what percentage (should total 100%) of the time do you

- \_\_\_\_\_ % Find that there is no adequate referral source and thus continue to work with student yourself
- \_\_\_\_\_ % Refer to an appropriate community agency
- \_\_\_\_\_ % Refer to another member of the pupil services group in the system
- \_\_\_\_\_ % Get such adequate supervision that you can successfully handle the case yourself

49. Generally, do you feel that the tasks you are asked to perform here are consistent with the expectations of the professional associations in your field?

- \_\_\_\_\_ Almost always    \_\_\_\_\_ Usually    \_\_\_\_\_ A moderate number of inappropriate tasks    \_\_\_\_\_ Many inappropriate tasks

50. How adequate are the physical facilities available to you?

- \_\_\_\_\_ Unavailable
- \_\_\_\_\_ Minimal or inadequate
- \_\_\_\_\_ About adequate for present needs
- \_\_\_\_\_ Fully meet present needs

51. Which of the following would most enable you to do a better job?  
(Check no more than 3)

- \_\_\_\_\_ Additional clerical or other subprofessional help
- \_\_\_\_\_ Additional professional personnel in my specialty
- \_\_\_\_\_ Additional professional personnel in other specialties
- \_\_\_\_\_ (Specify) \_\_\_\_\_
- \_\_\_\_\_ Availability of consultation with representative of State Dept. of Education
- \_\_\_\_\_ A smaller case load
- \_\_\_\_\_ Additional in-service training or other professional growth experiences
- \_\_\_\_\_ Additional non-school resources for handling problems
- \_\_\_\_\_ (Specify) \_\_\_\_\_



52. What assistance, other than those items listed in Question 51, would enable you to do a more effective job? (Please be specific)

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53. Please comment on the adequacy of development of your profession in Massachusetts (Vent your frustrations here)

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# **A STUDY OF GUIDANCE COUNSELORS IN MASSACHUSETTS**

**A SURVEY OF COUNSELOR BACKGROUND  
AND  
ROLE PERFORMANCE**

*Sponsored by the  
Massachusetts Advisory Council on Education  
in cooperation with the  
Massachusetts School Counselors Association*

### GENERAL DIRECTIONS

This questionnaire has been designed for use by both elementary and secondary school counselors. Please answer all questions which are applicable to your situation.

Part I is concerned with the personal, educational and employment backgrounds of public school counselors. To complete this section, merely place a check next to the appropriate answer.

Part II is concerned with the on-the-job functions performed by counselors. Detailed instructions for completing this section are located at the end of Part I.

This study is being conducted in conjunction with the current work by the Massachusetts Advisory Council on Education which is studying guidance and pupil services in the State. The information gathered from both surveys will be used in an attempt to improve guidance services in Massachusetts, and to foster better working relationships among all personnel concerned with the education and guidance of the students in our schools.

As is customary with a questionnaire of this type, all returns will be considered as strictly confidential.

When you have completed the questionnaire, please return it in the enclosed postage-paid envelope to:

Miss D. Geraldine Guertin  
Study Director  
Counseling and Placement Office  
Clark University  
Worcester, Massachusetts  
01610

# COUNSELOR BACKGROUND AND ROLE FUNCTION

## PART I

### COUNSELOR BACKGROUND

1. Sex:
 

Male	.....	(1-1)
Female	.....	(1-2)
2. Marital status:
 

Single	.....	(2-1)
Married	.....	(2-2)
Widowed	.....	(2-3)
Separated	.....	(2-4)
Divorced	.....	(2-5)
3. Age:
 

Under 25	.....	(3-1)
25-35	.....	(3-2)
36-45	.....	(3-3)
46-55	.....	(3-4)
Over 55	.....	(3-5)
4. Place of birth: ..... (4-5)  
(State or Country)
5. Father's current or past occupation : .....  
..... (6-8)  
(Job Title)
6. Parents' education:
 

	Mother	Father
Less than eighth grade	..... (9-1)	..... (10-1)
Grades 8-10	..... (9-2)	..... (10-2)
Grades 11-12	..... (9-3)	..... (10-3)
High school graduate	..... (9-4)	..... (10-4)
Technical, business or junior college graduate	..... (9-5)	..... (10-5)
Some college: 1-3 years	..... (9-6)	..... (10-6)
College graduate	..... (9-7)	..... (10-7)
Some graduate and professional work: non-degree	..... (9-8)	..... (10-8)
Received advanced degree:	..... (9-9)	..... (10-9)
(Specify: .....)		

### I. EDUCATIONAL BACKGROUND

7. Type of high school that you graduated from:
 

a. Public	.....	(11-1)
b. Private	.....	(11-2)
c. Parochial	.....	(11-3)
8. Type of course pursued by you in high school:
 

a. College preparatory	.....	(12-1)
b. Business	.....	(12-2)
c. Technical or trade	.....	(12-3)
d. General	.....	(12-4)
e. Other: .....	.....	(12-5)
(Specify)		
9. Junior college course, if you attended:
 

a. Liberal arts	.....	(13-1)
b. Business	.....	(13-2)
c. Technical	.....	(13-3)
10. Type of college from which you graduated:
 

a. Private, non-sectarian, liberal arts	.....	(14-1)
b. Private, church-supported, liberal arts	.....	(14-2)
c. Private, teacher training college	.....	(14-3)
d. State supported university	.....	(14-4)
e. State supported teacher training college	.....	(14-5)
f. Technical, scientific or engineering college	.....	(14-6)

11. Type of undergraduate degree earned:

- a. Bachelor of arts ..... (15-1)
- b. Bachelor of science  
in education ..... (15-2)
- c. Bachelor of science ..... (15-3)
- d. Other: ..... (15-4)  
(Specify)

12. Check any of the following courses which you took as an undergraduate:

- a. General or introductory psychology ..... (16)
- b. Child psychology ..... (17)
- c. Adolescent psychology ..... (18)
- d. Tests and measurements ..... (19)
- e. Educational psychology ..... (20)
- f. Principles and practices of guidance ..... (21)
- g. Educational sociology ..... (22)
- h. Occupational information and placement ..... (23)
- i. Other: ..... (24)

13. Year of graduation from college: ..... (25-26)

15. Highest educational level you have attained up to the present:

- a. Bachelor's degree ..... (28-1)
- b. Master's degree ..... (28-2)
- c. Master's degree plus 30 ..... (28-3)
- d. Certificate of advanced graduate study ..... (28-4)
- e. Doctorate ..... (28-5)
- f. Other: ..... (28-6)

14. Are you currently studying for an advanced degree?

- a. Yes ..... (27-1)
- b. No ..... (27-2)

16. Number of NDEA Guidance and Counseling Institutes attended:

- a. None ..... (29-1)
- b. Summer Institutes ..... (29-2)
- c. Semester Institutes ..... (29-3)

17. Indicate the length of time which elapsed between receipt of the following:

	<u>Bachelor's-Master's</u>	<u>Master's-Master's +30</u>	<u>Master's-CAGS</u>	<u>Master's-Doctor's</u>
10 yrs. or more .....	(30-1)	..... (31-1)	..... (32-1)	..... (33-1)
6-9 years .....	(30-2)	..... (31-2)	..... (32-2)	..... (33-2)
2-5 years .....	(30-3)	..... (31-3)	..... (32-3)	..... (33-3)
1 year .....	(30-4)	..... (31-4)	..... (32-4)	..... (33-4)

18. Type of graduate school attended or now attending: check only the type from which you received your degree, or where you are presently studying.

- a. Private, non-sectarian liberal arts ..... (34-1)
- b. Private, church supported liberal arts ..... (34-2)
- c. Private teacher training college ..... (34-3)
- d. State supported university ..... (34-4)
- e. State supported teacher training college ..... (34-5)
- f. Other: ..... (34-6)

19. Check any of the following areas in which you have studied as a graduate student:

- a. Human learning ..... (35)
- b. Personality development ..... (36)
- c. Group counseling ..... (37)
- d. Abnormal psychology ..... (38)
- e. Educational sociology ..... (39)
- f. Current problems in education ..... (40)
- g. Psychology of the mentally retarded ..... (41)
- h. Practicum in counseling ..... (42)
- i. Counseling the culturally disadvantaged ..... (43)
- j. Statistics ..... (44)
- k. Research methodology ..... (45)



20. Check the ONE area of study that best represents your MAJOR field at each of the educational levels which you have completed:

	<u>Bachelor's</u>	<u>Master's</u>	<u>Master's + 30</u>	<u>CAGS</u>	<u>Doctorate</u>
AREA					
a. Education: elem. or secondary	..... (46-1)	..... (47-1)	..... (48-1)	..... (49-1)	..... (50-1)
b. Guidance and counseling	..... (46-2)	..... (47-2)	..... (48-2)	..... (49-2)	..... (50-2)
c. Social work	..... (46-3)	..... (47-3)	..... (48-3)	..... (49-3)	..... (50-3)
d. Psychology	..... (46-4)	..... (47-4)	..... (48-4)	..... (49-4)	..... (50-4)
e. School administration	..... (46-5)	..... (47-5)	..... (48-5)	..... (49-5)	..... (50-5)
f. Vocational education	..... (46-6)	..... (47-6)	..... (48-6)	..... (49-6)	..... (50-6)
g. Sociology	..... (46-7)	..... (47-7)	..... (48-7)	..... (49-7)	..... (50-7)
h. Educating the retarded	..... (46-8)	..... (47-8)	..... (48-8)	..... (49-8)	..... (50-8)
i. Other: .....	..... (46-9)	..... (47-9)	..... (48-9)	..... (49-9)	..... (50-9)
(Specify)					

## II. EMPLOYMENT BACKGROUND

21. Number of years worked in fields outside of education prior to your first position in education:

- a. None ..... (51-1)
- b. 1 to 3 years ..... (51-2)
- c. 4 to 6 years ..... (51-3)
- d. 7 to 10 years ..... (51-4)
- e. More than 10 years ..... (51-5)

23. Number of years worked as a teacher prior to your first guidance position:

- a. None ..... (53-1)
- b. 1 to 3 years ..... (53-2)
- c. 4 to 6 years ..... (53-3)
- d. 7 to 10 years ..... (53-4)
- e. More than 10 years ..... (53-5)

22. Check below your employment category prior to entry into your first position in guidance, not including full-time graduate study:

- a. Teacher in the same system ..... (52-1)
- b. Teacher in a different school system ..... (52-2)
- c. Social worker ..... (52-3)
- d. Self-employed ..... (52-4)
- e. Employed in business or industry ..... (52-5)
- f. None ..... (52-6)

24. Subject matter area on the secondary level, junior or senior high school, or elementary level in which you were working the year prior to your becoming a counselor:

- a. English or social studies ..... (54-1)
- b. Mathematics or science ..... (54-2)
- c. Foreign languages ..... (54-3)
- d. Industrial arts or home economics ..... (54-4)
- e. Primary (K-3) ..... (54-5)
- f. Elementary (4-6) ..... (54-6)
- g. Other: ..... (54-7)

(Specify)

25. Administrative positions held in education prior to entering guidance work:

- a. None ..... (55)
- b. Elementary assistant principal ..... (56)
- c. Elementary principal ..... (57)
- d. Junior high assistant principal ..... (58)
- e. Junior high principal ..... (59)
- f. High school assistant principal ..... (60)
- g. High school principal ..... (61)
- h. Other: ..... (62)  
(Specify)

28. Curriculum offered at your school, if it is a secondary school:

- a. All areas: comprehensive high school ..... (65-1)
- b. College preparatory only ..... (65-2)
- c. Technical or trade only ..... (65-3)
- d. Business only ..... (65-4)
- e. Other: ..... (65-5)  
(Specify)

26. Type of school at which you are currently employed: (Check only one)

- a. Elementary school ..... (63-1)
- b. Middle school ..... (63-2)
- c. Junior high school ..... (63-3)
- d. Senior high school ..... (63-4)

27. Size of student body in the school at which you are employed:

- a. More than 2000 ..... (64-1)
- b. 1500-2000 ..... (64-2)
- c. 1000-1499 ..... (64-3)
- d. 500-999 ..... (64-4)
- e. 400-499 ..... (64-5)
- f. Less than 400 ..... (64-6)

29. Type of community served by your school:

- a. Urban ..... (66-1)
- b. Rural ..... (66-2)
- c. Suburban ..... (66-3)

## PART II

### COUNSELOR FUNCTION

#### DIRECTIONS

This section is to be answered differently from Part I. The rating scale presented contains a list of functions which school counselors may perform in the course of their duties. Your task will be to respond to each function as stated in three ways:

- I. Do you actually perform this function?
- II. How important do you feel this function is?
- III. How appropriate is this function?

I. **FUNCTION PERFORMANCE:** Using the rating system provided, indicate how frequently you perform this function in the course of *your regular daily schedule*. Do *not* be concerned here with the importance or relevance of the function—*only with whether you do it*.

II. **IMPORTANCE OF THE FUNCTION:** Do you believe this function is an important one that must be performed if the goals of guidance and counseling are to be fulfilled properly? When making your decision, do not consider the difficulty of the function, the level of training required, or who would actually perform the function. Consider *only its importance* in the over-all picture of guidance services. Circle the number on the scale which best exemplifies your considered opinion.

III. **FUNCTION APPROPRIATENESS:** What educational background do you believe is necessary if each of the stated functions is to be performed adequately? Using the rating scale described below, indicate which category of personnel would be the most appropriate to perform this function.

- 0 - *non-professional*: at least a high school graduate, but probably with some additional business training—office clerk, secretary, etc.
- 1 - *junior professional*: college graduate but not specifically trained in guidance—counselor intern, AB degree in psychology, etc.
- 2 - *professional*: college graduate with additional training in guidance leading to minimum requirements for State Certification.
- 3 - *advanced professional*: advanced graduate work beyond the level of Certification requirements—master's degree, master's plus 30 hours, etc.
- 4 - *other professional*: different professional educational background—nurse, school administrator, social worker, school psychologist, etc.

I. **PLANNING AND DEVELOPMENT OF THE GUIDANCE PROGRAM**

- 1. Assist in defining the objectives of the guidance program: who will it serve and how.
- 2. Identify the guidance needs of students.
- 3. Assist in continued guidance program planning.
- 4. Evaluate the guidance program.
- 5. Assist in selecting and revising curriculum content.

Presently Perform this Function  0-routinely 1-occasionally 2-rarely 3-never  Circle 0, 1, 2, or 3	Function Importance  0-not important 1-slightly 2-moderately 3-very  Circle 0, 1, 2, or 3	Function Appropriateness  0-non-professional 1-junior professional 2-professional 3-advanced professional 4-other professional  Circle 0, 1, 2, 3, or 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4

## II. COUNSELING

6. Counsel students with regard to assisting them to evaluate their personal assets and limitations.
7. Assist the student to understand and accept himself as an individual.
8. Furnish personal and environmental information to the student, as required, regarding his plans, choices or problems.
9. Counsel the emotionally disturbed student.
10. Assist the student to develop a realistic appraisal of his aptitudes, abilities, interests and attitudes.
11. Counsel the mentally retarded student.
12. Seek to develop in the student the ability to cope with and solve problems, and increase his ability to make decisions.
13. Assist the student to develop and express an awareness of his own ideas, feelings, values and needs.
14. Counsel the physically handicapped student.

## III. APPRAISAL

15. Organize the school testing program.
16. Administer standardized tests personally.

Presently Perform this Function  0-routinely 1-occasionally 2-rarely 3-never  Circle 0, 1, 2, or 3	Function Importance  0-not important 1-slightly 2-moderately 3-very  Circle 0, 1, 2, or 3	Function Appropriateness  0-non-professional 1-junior professional 2-professional 3-advanced professional 4-other professional  Circle 0, 1, 2, 3, or 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4

APPRAISAL (Continued)

	Presently Perform this Function  0-routinely 1-occasionally 2-rarely 3-never  Circle 0, 1, 2, or 3	Function Importance  0-not important 1-slightly 2-moderately 3-very  Circle 0, 1, 2, or 3	Function Appropriateness  0-non-professional 1-junior professional 2-professional 3-advanced profes- sional 4-other professional  Circle 0, 1, 2, 3, or 4
17. Organize the use of test results by faculty and administration.	0 1 2 3	0 1 2 3	0 1 2 3 4
18. Identify exceptional children: emotional, intellectual or physical.	0 1 2 3	0 1 2 3	0 1 2 3 4
19. Maintain a confidential file on each student counseled.	0 1 2 3	0 1 2 3	0 1 2 3 4
20. Interpret test results to students, parents, teachers, administrators and others professionally concerned with the student.	0 1 2 3	0 1 2 3	0 1 2 3 4
21. Record information on educational and vocational plans in the student's cumulative record folder.	0 1 2 3	0 1 2 3	0 1 2 3 4
22. Record academic grades in the cumulative record folder.	0 1 2 3	0 1 2 3	0 1 2 3 4
23. Evaluate student adjustment to curricular choices.	0 1 2 3	0 1 2 3	0 1 2 3 4
24. Accumulate personal information on each student via a "Personality Checklist" or some similar instrument.	0 1 2 3	0 1 2 3	0 1 2 3 4
25. Administer personality tests.	0 1 2 3	0 1 2 3	0 1 2 3 4
IV. EDUCATIONAL AND OCCUPATIONAL PLANNING			
26. Assist student in the selection of course of study.	0 1 2 3	0 1 2 3	0 1 2 3 4
27. Schedule students in particular classes.	0 1 2 3	0 1 2 3	0 1 2 3 4



**EDUCATIONAL AND OCCUPATIONAL  
PLANNING (Continued)**

28. Make the decision concerning student placement in specific 'tracks' or at particular levels within course areas.
29. Counsel with students concerning academic failure.
30. Arrange course transfers.
31. Counsel with students concerning learning difficulties, study habits, availability of remedial instruction.
32. Register new students.
33. Check academic credits for promotion and/or graduation.
34. Provide scholarship information.
35. Assist students with plans for next higher level of education: course to take in junior high, senior high, college, etc.
36. Provide information on jobs and their availability.
37. Conduct orientation classes.
38. Provide information on child labor laws and work permits.
39. Take students on field trips to business and industrial concerns.
40. Visit colleges, business schools, hospitals, etc. with students.

Presently Perform this Function  0-routinely 1-occasionally 2-rarely 3-never  Circle 0, 1, 2, or 3	Function Importance  0-not important 1-slightly 2-moderately 3-very  Circle 0, 1, 2, or 3	Function Appropriateness  0-non-professional 1-junior professional 2-professional 3-advanced professional 4-other professional  Circle 0, 1, 2, 3, or 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4

## V. REFERRAL

41. Maintain a file of local referral agencies: mental health, hearing and speech centers, rehabilitation centers, etc.
42. Refer students personally to such agencies.
43. Identify students with special needs which may require the services of referral agencies.
44. Contact parents personally, either at school or by telephone, when it appears that the student is in need of referral.
45. Refer students to other departments of the pupil personnel service for referral by them to special agencies.

## VI. PLACEMENT

46. Place students in part-time and summer employment.
47. Place students in permanent employment.
48. Send and receive transcripts.
49. Write letters of reference.
50. Provide information to potential employers on student's academic and personal background.
51. Provide information to students concerning military service.

Presently Perform this Function	Function Importance	Function Appropriateness
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Circle 0, 1, 2, or 3	Circle 0, 1, 2, or 3	Circle 0, 1, 2, 3, or 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4

## VII. ASSISTANCE TO PARENTS

52. Visit homes to confer with parents.	0	1	2	3	0	1	2	3	0	1	2	3	4
53. Plan case conferences involving parents and teachers.	0	1	2	3	0	1	2	3	0	1	2	3	4
54. Administer the program for reporting student progress to parents.	0	1	2	3	0	1	2	3	0	1	2	3	4
55. Contact parents personally, at school or by telephone, with reference to student progress: academic, social, emotional.	0	1	2	3	0	1	2	3	0	1	2	3	4
56. Interpret guidance and counseling services to parents.	0	1	2	3	0	1	2	3	0	1	2	3	4
57. Assist parents in developing realistic perceptions of student aptitudes, abilities, interests, attitudes and development.	0	1	2	3	0	1	2	3	0	1	2	3	4
<b>VIII. STAFF CONSULTATION</b>													
58. Counsel with professional staff with regard to school problems faced by the individual student.	0	1	2	3	0	1	2	3	0	1	2	3	4
59. Conduct orientation conferences on guidance activities for new teachers.	0	1	2	3	0	1	2	3	0	1	2	3	4
60. Assist teachers in diagnosing learning difficulties of students.	0	1	2	3	0	1	2	3	0	1	2	3	4
61. Counsel with teachers in regard to handling behavior problems of students.	0	1	2	3	0	1	2	3	0	1	2	3	4
62. Share appropriate individual student data with staff members, with due regard to confidentiality.	0	1	2	3	0	1	2	3	0	1	2	3	4

## VIII. STAFF CONSULTATION

*STAFF CONSULTATION (Continued)*

63. Coordinate the school audio-visual service.  
64. Assist teachers with problems of classroom instruction.

*IX. LOCAL RESEARCH*

65. Evaluate effectiveness of school curriculum in meeting student needs and abilities.  
66. Conduct follow-up studies of students moving on to the next higher level of education.  
67. Do follow-up studies on drop-outs.  
68. Conduct follow-up studies on students entering the employment market directly from your school.  
69. Prepare an analysis of grades given each year by the faculty.  
70. Conduct community surveys to determine occupational opportunities.  
71. Evaluate the effectiveness of pupil placement in 'tracks' or in various levels of subject matter areas.  
72. Prepare a study containing information on academic ability levels, reading levels and achievement levels of entire student body.

*X. PUBLIC RELATIONS*

73. Prepare a handbook of school rules and policies for distribution.

Presently Perform this Function	Function Importance	Function Appropriateness
0-routinely 1-occasionally 2-rarely 3-never	0-not important 1-slightly 2-moderately 3-very	0-non-professional 1-junior professional 2-professional 3-advanced professional 4-other professional
Circle 0, 1, 2, or 3	Circle 0, 1, 2, or 3	Circle 0, 1, 2, 3, or 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4

*PUBLIC RELATIONS (Continued)*

74. Plan and administer college night programs.
75. Plan career day programs.
76. Plan PTA activities and programs.
77. Plan assembly programs, not associated with guidance activities.
78. Compile Guidance Newsletter for dissemination to students, faculty, and parents.
79. Participate in programs of civic organizations and other community groups.
80. Prepare information for distribution to public communication media.

Presently Perform this Function	Function Importance	Function Appropriateness
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Circle 0, 1, 2, or 3	Circle 0, 1, 2, or 3	Circle 0, 1, 2, 3, or 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4
0 1 2 3	0 1 2 3	0 1 2 3 4